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ABSTRACT

Commissioned in February 1975, the Task Force assessed stakeholder identified needs to determine whether or not new measures and/or changes in programs and funding procedures were necessary or desirable at the time to respond to the special needs, if any, of Northern Albertans. Local people gathered and analyzed information provided by school systems and other stakeholders, which together with other data provided a basis for 32 recommendations. It was concluded that the Provincial Government's present allocation of financial resources to education was within reasonable and realistic dimensions. Although ample evidence was found that Northern Alberta still needed to "catch up" to the rest of the Province in some services, the Task Force had serious reservations about recommending acceleration in educational program implementation. Rather, the recommendations called for possible adjustment in existing delivery mechanisms to maximize outputs, without necessarily increasing Provincial and local financial support, and for re-allocation of existing transfer grants to provide for more equitable differential treatment of school systems. Focusing on curriculum, service delivery, funding, governance, and Native education, the recommendations were directed to immediate actions needed at the time, or suggested research and analysis to identify the components of the delivery mechanisms requiring adjustment or replacement. (Author/NQ)

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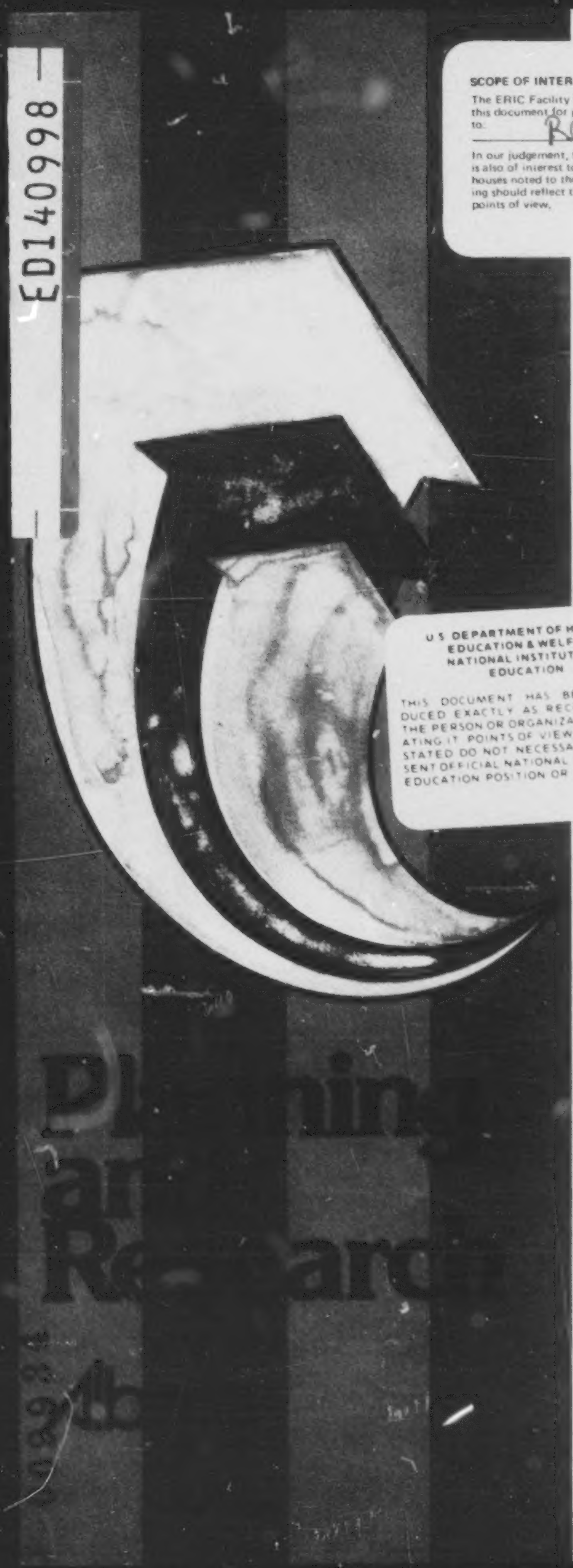

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REPORT OF AN ASSESSMENT OF EDUCATIONAL NEEDS OF NORTHERN ALBERTANS

U S DEPARTMENT OF HEALTH
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A Study Commissioned by
The Minister of Education,
Province of Alberta
Fred J. Dumont, Coordinator
Project North Task Force
November 1976

REPORT OF AN ASSESSMENT OF
EDUCATIONAL NEEDS OF NORTHERN ALBERTANS
1976

A STUDY COMMISSIONED BY THE
MINISTER OF EDUCATION
PROVINCE OF ALBERTA

FRED J. DUMONT,
COORDINATOR,
PROJECT NORTH TASK FORCE.

NOVEMBER, 1976.

Project North Task Force
High Prairie, Alberta
November 30, 1976.

Hon. J. Koziak
Minister of Education
Government of Alberta
Legislative Building
Edmonton, Alberta

Dear Mr. Koziak:

I am pleased to submit herewith the Report of an Assessment of Educational Needs of Northern Albertans conducted by the Project North Task Force during the period February 1975, to November 1976.

It is my hope that this report will contribute positively to the Provincial Government's and School Systems' continuing efforts to achieve equity in delivery of educational services in the Province of Alberta.

Yours very truly

Fred J. Dumont
Coordinator
Project North Task Force.

ABSTRACT

In February, 1975, the then Minister of Education, the Honorable L.D. Hyndman, commissioned a Task Force to do a comprehensive assessment of educational needs of Northern Albertans, to fulfill planning and research obligations undertaken by the Department of Education under the terms of the CANADA - ALBERTA NORTH AGREEMENT. This AGREEMENT, signed in early 1975, has as its major aim the initiation of measures to improve job opportunities and social amenities for the people of Northern Alberta. Funding for planning and research and program implementation is to be shared by the Department of Regional Economic Expansion (DREE) and the Government of Alberta. This study was funded on a dollar match basis under section 3.0 of the AGREEMENT.

The Task Force was charged specifically with the responsibility of assessing stakeholder identified needs for the purpose of determining whether or not new measures and/or changes in programs and funding procedures were necessary or desirable at this time to respond to special needs, if any, of Northern Albertans.

Local people were employed to gather and analyze information provided by school systems and other stakeholders which together with other data provided a basis for 32 recommendations.

The study concluded that the Provincial Government's present allocation of financial resources to education in Northern Alberta is within dimensions which are reasonable and realistic. Although ample evidence was found that Northern Alberta still needs to "catch up" to the

rest of the Province in some services, the Task Force has serious reservations about recommending acceleration in educational program implementation. Rather, the recommendations call for possible adjustment in existing delivery mechanisms in order to maximize outputs, without necessarily increasing Provincial and local financial support, and for re-allocation of existing transfer grants to provide for more equitable differential treatment of school systems.

The recommendations for suggested change are of two types; those directed to immediate actions which are perceived by the Task Force as needed at this time, and those suggesting research and analysis to identify the components of the delivery mechanisms requiring adjustment or replacement. The principal problem areas upon which the study recommendations focus are as follows:

1. CURRICULUM.
2. DELIVERY OF SERVICES.
3. FUNDING.
4. GOVERNANCE.
5. NATIVE EDUCATION.

November, 1976.

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SUMMARY OF RECOMMENDATIONS

The recommendations address five problem areas and are of two types; those directed to immediate actions which are perceived by the Task Force as needed at this time, and those suggesting research and analysis to identify the components of the delivery mechanisms requiring adjustment or replacement. Four of the thirty two recommendations suggest active participation by the Department of Education in developing shared funding sub - agreements for inclusion in the proposed long term DREE - ALBERTA NORTH AGREEMENT.

I CURRICULUM

1. That a curriculum development project be designed and operationalized to stimulate a concerted effort by school authorities to:
   i) identify and collect pertinent existing materials available commercially.

   ii) identify and gather pertinent materials developed in other projects.

   iii) develop, produce and share teachable units as required by Northern communities.

   iv) generate viable mechanisms for localized curriculum development and implementation.

   v) develop the necessary structures for initiating a sustained program of orientation of teachers to Northern people and development of community relations skills.

   vi) increase community commitment to schooling by direct, active involvement.

2. That the guidelines for E.O.F. program be relaxed to allow use of the funds for the development of the necessary curriculum materials to support classroom delivery of the program.

II DELIVERY OF SERVICE

3. That the Interdepartmental Community School Committee (IDCSC) recommends to its member departments that they undertake a systematic program of development endeavors related to community education and community school operation in Alberta North.

4. That the Department of Education and Northland School Division, in consultation with the "Land Tenure Secretariat", establish an experimental model for educational services delivery in the Wabasca-Desmarais area which will make it possible for the community to operate the schools.

5. That the Department of Education develop a proposal for joint funding under the provisions of section 1.2.2., "Community participation and leadership development" of the Canada - Alberta Subsidiary Agreement on Alberta North, to finance the implementation of recommendation no. 4.

6. That the Department of Education take the necessary measures to be represented on the "Land Tenure Secretariat" operating in the Wabasca - Desmarais area.

7. That a study be undertaken by the Department of Education having the following thrusts:
   (a) survey guidance service in Northern Alberta to determine what gaps may or are perceived to exist.

   (b) determine the availibility of qualified guidance specialists in the North.

   (c) assess the financial problems that are associated with providing guidance specialists services in remote and small Northern centres.

   (d) consider alternatives to the present arrangements e.g., itinerant services, stimulation grants for employment of counsellors, training subsidies.

(e) examine para - professional services that are being provided by Department of Indian and Northern Affairs, Northland School Division and other jurisdictions.

(f) determine the feasibility of developing more real life experiences for students in the vocational guidance area and lessening vicarious types of experiences.

8. That the Department of Education develop a plan for the establishment of Regional Learning Resources Centres at Peace River and St.Paul to serve the school systems in Zone I and Zone II respectively.

9. That the Planning and Research Branch, Department of Education, proceed immediately with the preparation of a tentative sub - agreement for shared capital financing of Learning Resources Centres, and negotiate its inclusion as a de - isolation initiative, in the proposed long term Drce - Alberta North Agreement.

10. That the Field Services Branch of the Department of Education review its policy relative to Regional Offices staffing with the view to reducing the rapid turnover of Consultants.

11. That the Department of Education give serious consideration to restructuring the existing Zone II Regional Office of Education to provide for a Consultative and Development field component of the Edmonton Regional Office to be located in the St.Paul-Bonnyville-Vermilion area.

12. That the Field Services Branch, Department of Education, give serious consideration to increase substantially Regional Office individual operating budgets and at the same time accord considerable discretion to the Coordinator and staff in the spending of the funds.

13. That the following order of priorities in the implementation of the Wahlstrom Report recommendations (pp. 110 - 117, Appendix A) be considered:

(a) recommendations 1 to 9, 11 to 21, and 26 to 30, be implemented to take effect as soon as possible.

(b) recommendation 10 be reviewed with the view to developing a flexible point allotment policy which would allow for short term implementation of area allowances if the "market place" in any one year clearly indicates that some form of differential salary is required to attract and retain teachers.

(c) recommendations 22 to 25 be phased in by first developing for Department study, a design for the operation of the authority which explicitly details out administrative and implementation structures and projected five year operational budget.

14. That the Northern Alberta Development Council Bursary Program Committee take the necessary steps to stimulate a concerted effort by local school authorities to:

(a) become actively and directly involved in the identification of potential University - Bound resident students requiring financial assistance to attend University or Regional College for further training.

(b) support financially, on a matched dollar basis, an expanded program of bursary and loan assistance to students committed to rendering future professional service to Northern Communities.

III FUNDING

15. That the Department of Education take the necessary steps to implement the recommendations contained in the evaluation report of the Educational Opportunities Fund (Compensatory Component), giving due consideration to Task Force recommendations 16, 17, and 18.

16. That the Department give consideration to deleting from the Compensatory Education Policy Manual any reference to language of the home, if other than English or French, as being an identifiable variable to use in measuring cultural

factors of disadvantagement.

17. That the Department of Education designate, using the Wahlstrom Study Geographic Areas as a primary reference, the target area(s) which exhibit the greatest degree of general deprivation, as eligible for compensatory project funding for a five year period.

18. That school jurisdictions located in the designated areas be allowed to select target pupils, on a system wide basis, using educational criteria exclusively.

19. That the Department of Education undertake a cost benefit analysis of high subsidiary expenditure programs in selected school jurisdictions in Alberta North.

20. That the Department of Education undertake the compilation of the information necessary to allow for an intensive analysis of the variables of remoteness, sparsity and isolation with the view to establishing means of quantifying them for translation into a grant support program.

21. That the Department of Education intensify its efforts to develop the necessary mechanisms to assess the effectiveness of certain educational programs, and on the basis of this assessment, a strengthening, if practicable, of the weaker programs or portions of programs should be effected through stimulation and development funding.

IV GOVERNANCE

22. That the Government of Alberta establish an Alberta North School Boundaries Commission to review, and if necessary recommend changes in, school system service areas.

23. That the Government of Alberta seek to develop common boundaries among agencies concerned with municipal service, health units, hospitals, census tracts, education and agriculture services.

24. That the Department of Education develop criteria or sets of criteria which might serve as bases for financial allocations above and over regular S.F.P. grants to stimulate selected school systems to implement the E.C.S. Model in primary grades.

25. That the Department of Education develop a proposal for joint funding under the provisions of sector 1.2.2., "Community participation and leadership development" of the Canada - Alberta Subsidiary Agreement on Alberta North to finance the implementation of recommendation no. 24.

26. That the Department of Education request the Attorney General's Department to re - examine its interpretation of section 65 (5) of the School Act which allows a board to delegate any of its powers to the Superintendent or a Committee appointed by it.

27. That the Department of Education design a local school committee development project and stimulate its application, on an experimental basis, and on a small scale, by school authorities delivering service in communities remote from their central offices.

28. That the Department of Education explore the possibility of accessing matching funds under the provisions of the Canada - Alberta Subsidiary Agreement on Alberta North, program 1.2.2., for the implementation of recommendation no.27.

29. That the Conference of Alberta School Superintendents, (C.A.S.S.) using the Downey Report as a primary reference,

develop proposals, for stakeholder consideration, to enhance the role of the Superintendent as an educational leader of school systems.

V NATIVE EDUCATION

30. That an in - depth study of the Northern Saskatchewan program be undertaken with the view to determining whether or not the use of Cree in early grades contributed positively to school success.

31. That the Department of Education design a project similar to the Northern Saskatchewan program and stimulate its application, on an experimental basis, on a small scale, by school authorities delivering service in communities where Cree is the dominant language of communication, if firm and unequivocal evidence is found that better results were obtained in these schools.

32. That the Department of Education commission the development of a research model and, ultimately a testing instrument to assess the verbal and non - verbal competencies of four year old children in their mother - tongue and/or language other than English.

PREFACE

This report is a summation of discussions and analyses concerning educational delivery in Alberta North which took place during the period February 1, 1975 to November 30, 1976.

The information upon which the findings and recommendations are based originates from two sorts of fact finding activities. First, concerns expressed and views articulated, by many public officials and knowledgeable Northern Albertans were analyzed with the view to identifying recurrent themes which might lead to a clearer definition of the educational problems. Second, as an interrelated activity, the Task Force undertook literature searches, document analyses, brain storming sessions with professional non - educators, and out of area and site visits in an effort to validate the accuracy of stakeholder descriptions of perceived educational problems and the professional viability of their suggested solutions.

The recommendations put forth in this report are deemed by the Task Force to represent priority initiatives which express locally acceptable, yet professionally viable kinds of action considered appropriate in responding to the need for an improved educational delivery system.

This report is organized into five sections. The first reviews the frame of reference and operating principles of the Task Force. The second section provides a capsule description of the study area and an overview of the "educational scenario" as perceived by the writer. Section three provides a selected review of literature which focuses primarily upon what had been said since 1970 about the study area issues and problems. Section four, the main body of the report, addresses five broad issues in Alberta North education, and presents study findings and recommendations with respect to each issue. The final section contains a series of appendices reporting in greater detail various research endeavors and Task Force activities. These appendices are referred to throughout the discussions leading to the recommendations in section four.

Particular help was received from the Planning and Research Branch, Alberta Education. The Branch was involved extensively in consultations with the Task Force and supports the general perspectives outlined, but full responsibility for analyses, conclusions and recommendations is assumed by the writer.

SECTION I

FRAME OF REFERENCE

Preamble.

The purpose of this section is to provide descriptions of the mandate, operating principles, and data gathering process of the Task Force.

Introduction

The CANADA - ALBERTA AGREEMENT on ALBERTA NORTH was signed in early 1975. The aim of the Alberta North Agreement is to initiate measures and to supplement current programs designed to improve job opportunities and social amenities for the people of Northern Alberta. Funding for programs is to be shared equally by the Department of Regional Economic Expansion (DREE) and the Government of Alberta. The AGREEMENT provides for shared funding of planning and research activities.

The role assigned to ALBERTA EDUCATION was to examine areas of educational need and prioritize them in terms of recommended actions to be taken.

Mandate.

In February, 1975, the then Minister of Education, the Honorable L.D. Hyndman, commissioned a Task Force to do a study having the following terms of reference:

1. Function

The function of the Task Force was to identify special needs with particular attention to the desirability and feasibility of such long term projects as:

1.1 Aid to participating school boards in the establishment of Learning Resource Centres.

1.2 Establishment of a regional Learning Resource Centre utilizing electronic media.

1.3 Provision of special school facilities.

1.4 Adaptation of curriculum for disadvantaged students.

1.5 Development and implementation of compensatory programs.

1.6 Provision of utilities to schools. (water, sewer, gas, electricity).

1.7 Development and application of an experimental tutorial education model in one area.

1.8 Experimentation with locally-run community schools.

1.9 School system staff housing.

1.10 Any other specific or general need identified by local residents.

2. Project Area

That part of Alberta situated North of Highway 16 and referred to in the CANADA - ALBERTA AGREEMENT as " Alberta North ".

3. Task Force Mechanism and Resources

The Task Force, approved by the joint committee under section 3.0 of the CANADA - ALBERTA AGREEMENT on ALBERTA NORTH, was comprised of a full - time COORDINATOR, contracted for a period of 24 months, and reporting directly to the DIRECTOR, Planning and Research Branch, Department of Education. Provisions were made for the employment of local people to gather and analyze information (short term contracts), to purchase information from researchers and agencies, to employ secretarial services and establish a Regional Office in High Prairie, Alberta.

4. Department/Interdepartment Relationships

4.1 The Task Force Coordinator was to effect liaison, as required, with other branches of Alberta Education, including the two regional offices of education serving school jurisdictions North of Highway 16.

4.2 The Task Force Coordinator was also to effect adequate liaison with;

i) Northern Development Branch.

ii) Other departments delivering service in the Project area.

iii) Commissioner of the Northeast Alberta Region.

iv) Alberta Oil Sands Environmental Research Group.

v) Federal Department of Regional Economic Expansion (DREE) Coordinating Committee.

4.3 The report of the Northland Study Group was to serve as a prime reference prior to any further needs assessment in the school areas under the jurisdiction of Northland School Division No. 61.

5. Extra - department Liaison

The Task Force Coordinator was to effect necessary liaison and communications with school jurisdictions, other stakeholder groups and any other association or group interested in education.

Operating Principles.

1. The Task Force adopted as its basic operational principle the five points stressed by Havelock [1] in his problem solving model:

1.1 That user need is the paramount consideration, what the user needs and what the user thinks he needs are of primary concern.

1.2 That assessment of need always has to be an integral part of the total problem solving process.

1.3 That the outside change agent should be non-directive, rarely, if ever, violating the integrity of the user by setting himself up as the "expert".

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[1] Problem - Solver Model: Havelock, R.G., University of Michigan, March 1970.

1.4 That internal resources, i.e., those resources already existing and easily accessible within the client system, itself, should always be fully utilized, and

1.5 That self-initiated and self-applied innovation will have the strongest user commitment and the best chances for long term survival.

2. The Task Force saw the need to enlist the help of appropriate branches of the Department of Education and Northern Development Group, Department of Business Development and Tourism, to undertake short term revision and action programs in response to immediate concerns.

3. Inasmuch as it was feasible and desirable to do so, the appropriate branches of the Department of Education were requested to undertake recommended action programs and/or studies in cooperation with the Task Force; the role of the Task Force being limited to that of coordination and provision of local information gathering and analysis.

4. In analyzing program proposals, the Task Force attempted to ensure that the rationale for each initiative suggested met the following conditions:

   4.1 it contained a social adjustment component, emphasizing a people oriented development process.

   4.2 "lessons of the past" received primary consideration.

   4.3 it allowed for an in-depth look at current situations.

   4.4 the resolution of the problem would likely result in new directions for the future.

   4.5 it recognized local capabilities and reinforced local involvement.

   4.6 there was assurance that the development pace was realistic locally.

   4.7 it emphasized local responsibility for determining priorities, planning and implementation.

Study Procedures

In order to develop accurate perceptions of the issues at stake, the Task Force took the following courses of action:

1. An unaccompanied tour was taken of all communities in the project area. Attention was focused on housing conditions, environmental setting, road conditions, school physical plants, and degree of infrastructure development present. A total of 122 communities were visited over a period of 6 months. The limited time available in which to do this scanning precluded analysis of problems related to socio - economic conditions. Notwithstanding this constraint, the overall impressions gained were thought to be quite valid, since the people with whom liaison was subsequently established reinforced the accuracy of tentative " arm chair " conclusions, in most instances. Second, and in a few cases, third visits were made to centres for an in-depth look at specific prevailing conditions to validate the accuracy of the clients' descriptions of a perceived crisis situation.

2. Nine meetings of the Northern Alberta Development Council held in the Alberta North region were attended.

3. Six meetings were held with Regional Offices of Education for Zones I and II, to discuss specific issues.

4. Four meetings of Zones I and II Superintendents and Trustees were attended.

5. Discussions were held with other Government Officials (Appendix D).

6. Two meetings were held with the Ad hoc Intercultural Curriculum Committee, Department of Education to discuss curriculum development proposals.

7. The Task Force Coordinator was a member of the Human Environment Committee of the Alberta Oil Sands Environmental Research Project, and of the Coordinating Committee of DREE.

8. Liaison was maintained with groups, not under contract to the Task Force, but doing research on matters directly and indirectly related to educational delivery in Alberta North. (Appendix E).

9. A review was undertaken of what had been said, and/or written about educational issues in the North in recent years.

10. Submissions, either written or oral were received from 26 stakeholder groups during the first 6 months of the study. Recommendations made in the first report of the Task Force appeared as recurrent themes in these proposals. The first report, completed in July 1975, contained eleven recommendations, some of which called for the Minister to commission in-depth analyses of specific problems. Report circulation was limited to appropriate Departments in Alberta Education and Deputy Ministers of Departments involved in the Canada-Alberta Project Alberta North.
This was followed up in October 1975, with a progress report which was circulated to all departments and stakeholder groups. The report summarized the findings of the Task Force to - date and in a covering letter had this message to pass on to stakeholders:

> Because the Task Force's mandate calls for an on-going review of issues and assessments of need brought to its attention by educational delivery system clients and stakeholders, and to make such recommendations to the Minister as it deems appropriate, submissions, either written or oral on any other matter falling within the frame of reference will be given consideration until the final report is completed. Preferably your submissions should define the problem as you perceive it, in a concise, clear manner and at the same time include positive recommendations for its resolution over the long term .

An additional 17 proposals were received between January 1, 1976, and August 1976, bringing total submissions to 43. (Appendix F).

SECTION II

AN OVERVIEW OF PRESENT SITUATION

Preamble.

The purpose of this section is to present a recapitulation of the "givens" of the educational situation in Alberta North as of September 1976.

Introduction.

Alberta North is an area which presents a sharp contrast to the Southern part of the Province in terms of: sources and levels of income; population distribution and density; standard and style of living; and the participation of various segments of the population in the social and economic life of the Province. Only one out of ten Albertans resides in the region which covers more than half the Province. Significant population concentration is limited to six centres ranging in size from 3,000 to 17,000 people. The remainder of residents are spread among a few small towns, many villages and hamlets, eight Metis Colonies and a dozen or so Indian Reserves. This diffuse population, particularly in the Improvement Districts, cannot sustain a tax base to provide basic kinds of municipal services such as water treatment and distribution and sewage disposal. This situation is accented in Metis Colonies and "green areas" where a local tax system is non-existent. The limited revenues generated by taxes for local services, the higher cost of serving Northern areas, and the smaller population all result in, limited physical and mental health services, lack of higher educational opportunities, and general deprivation evident in Native Communities. With respect to the latter, it was apparent to the Task Force that conditions prevailing in Native homes in 1976 had not improved substantially over the past four years. In 1972, Worth [2], had this to say about Native peoples:

> The evidence is uncompromisingly clear: Native learners are caught in a network of mutually reinforcing handicaps ranging from material poverty through racism, illness, geographical and social isolation, language and cultural barriers, defacto segregation, and simple hunger. And how does one study at home when home is a two room structure sheltering 12 people?

Such highly visible conditions as "shack" type housing, surface wells, outdoor toilets, untidy yards, dilapidated cars and poor roads are all part of the scene in Native Communities today as they were a decade ago, except that now the electric light bulb has replaced the kerosene lamp, and propane gas and diesel fuel fire the space heaters.

One important measure of Alberta's economic and social well being is the degree to which people in any region of the Province enjoy the same opportunities that are available elsewhere. On a Provincial basis the job opportunity picture looks very good. In fact Alberta is reported to have an "over employment" problem; that is, too few people to fill available jobs. According to statements released by the Alberta Directorate of Manpower in August, 1976, the Province of Alberta had the lowest rate of unemployment in Canada for the month of July, 1976. However, a closer examination of the figures indicated that although the

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[2] Commission on Educational Planning Report, 1972, page 160.

Provincial average was slightly under 4 percent as compared to the Canadian average of 7.4 percent, two regions in Alberta, both located in the North, had an average unemployment rate 200 percent higher than the Alberta average. In some settlements within these two regions, nearly 90 percent of the work force was unemployed.

There is a tendency to associate low employment ratios with the Native population in these regions. However, while many Native Communities are deprived of job opportunities in the broad sense of the term, the data suggest that considerable deprivation exists on a wide regional basis. There are many other individuals that cannot avail themselves of maximum employment opportunities as a result of the accident of being born in fairly remote areas of the Province.

Two concurrent forces are bringing these differences to the attention of the people of the North. The first is the increased comparison being made between Northern Communities themselves and with centres in the South. The second is the advent of large scale economic development projects, e.g., Syncrude, (Fort McMurray) Proctor & Gamble, (Grande Prairie Area) or being proposed for the region e.g., Shell Oil(Peace River & Wabasca In Situ).

The Canada - Alberta Agreement of Alberta North is based on the premise that the region is at a critical stage in its development and in need to devise innovative processes by which people indigenous to the region can meaningfully participate in this development. The strategy adopted by the Province makes provisions for a joint Govermnental research and planning process which, with the involvement of the people of the North, examines a broad range of current development activities with the aim of enhancing existing programs, or introduces new initiatives, to alleviate recognized problems confronting the people living in Northern Alberta.

Educational delivery systems.

Post - secondary.

> The reality of the northern scene is that high school students tend to leave school prematurely, more so than in the southern part of Alberta, probably for economic reasons; the general educational level of adults is lower than in the remainder of Alberta, there are cultural and linguistic problems that make educational advancement more difficult; lower educational achievement makes it harder for northerners to compete for jobs in government and industry; and, poverty conditions destroy the ordinary motivation that people need to want to advance .[3]

A study done by the Northern Development Group in 1974, entitled " Educational Levels in Census Division 12 - 15 " demonstrates that the educational attainment levels of adults in Northern Alberta are considerably lower than those for the remainder of the Province.

- 0.8 percent of the population was attending university full time as compared with 2.2 percent for the remainder of Alberta.
- 0.07 percent of the population attended vocational training school and this rate was 0.1 percent below the Alberta average.
- 9.3 percent of the population 5 years and over not attending school full time had achieved less than grade 5 as compared with the Alberta average of 6.1 percent.
- 18.2 percent of the population not attending school full time were in the grades 5 - 8 range as compared with the Alberta average of 14.3 percent.

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[3] "Study of Educational Levels in Census Divisions 12 - 15" Northern Development Group, November 1974.

- 28.4 percent of the population not attending school full time were in the grades 9 - 12 range as compared with the Alberta average of 35.7 percent.

- 1.5 percent of the population not attending school had completed some university training as compared with an average 3.4 percent for the remainder of Alberta.

- 2.3 percent of the population not attending school had completed their university training as compared with 3.6 percent for the remainder of Alberta.

The study showed, through use of a relationship referred to as an enrolment ratio, that the overall educational progress in Northern Alberta is less satisfactory than in the remainder of the Province. The ratio was derived by comparing the number of adults between ages 18 and 24 with the number of students from the same area enrolled in a post - secondary institution of any kind. The following variances were noted:

- The enrolment ratio for all of Southern Alberta was 20.84.
- The enrolment ratio for all of rural Southern Alberta was 13.98.
- The enrolment ratio for all of Northern Alberta was 9.68.

The factor of institutional accessibility is deemed to be a major cause of the relatively low participation rate by Northern adults in post - secondary training. For example, the enrolment ratio in Public Regional Colleges for rural Southern Alberta was 2.83 compared with 1.59 for Northern Alberta, the latter figure being the average of four ratios: census area around Fort McMurray - 0.50; census area around Athabasca - 0.59; census area around Edson - 0.60; and census area around Grande Prairie - 2.98.

The very high participation rate in the Grande Prairie Regional College gives the Community of Grande Prairie the general characteristics of the most developed and progressive Southern Communities. However, the study concludes that the generally lower Northern enrolment ratios for post - secondary education are probably influenced by the following additional factors: lack of relevance in course offerings; unmet student financial needs (due to lower income levels); and inability to make entrance requisites because of premature leaving of high school.

The Alberta North post - secondary school students, either full-time or part-time, follow their courses through several principal educational institutions:

- On campus programs at the University of Alberta in Edmonton, University of Calgary, University of Lethbridge, Grande Prairie, Lakeland (Vermilion), Keyano (Fort McMurray), Red Deer, Medicine Hat, Mount Royal, and Lethbridge Regional College transfer programs.
- Off campus at the Athabasca University
- On campus programs at the Northern Alberta Institute of Technology in Edmonton and at its counterpart in Calgary.
- On campus programs at Alberta Vocational Centres located at Grouard and Lac La Biche.
- In 26 Community Vocational Centres (March / 76 count) situated mainly in the more remote hamlets, villages and towns of the North. In these centres, the program is generally restricted to Basic Literacy, Academic Up-grading, and Vocational Orientation.

The Department of Advanced Education and Manpower has experienced an astounding variety of demands for vocational - technical, up-grading, retraining and manpower development programs, and education - for - leisure courses.

The Task Force affirms that this department has been most responsive in meeting demands for the delivery of this type of service.

The Alberta Vocational Centres located at Grouard and Lac La Biche are rendering an effective and relevant service to the people in Northern Alberta. Both centres, however, could likely improve their service by developing a job-finding and job-placement function as an expanded part of their mandate.

Community Vocational Centres are in evidence and highly visible in many school jurisdictions in the region. The quality and quantity of instructional equipment provided surpass that which could be provided by the School Board operating the school in the same community. The financial assistance available to all clients, through Canada Manpower programs and the payment of "salary modifiers" to instructors employed in centres North of Edmonton have ensured that a supply of clients and instructors will be available to maintain the viability of the centre.

Although it appears that these centres are responding to the previously unmet need for basic literacy programs in remote communities, the Task Force has some reservations with respect to the program's effect on people's expectations, both in terms of government commitment to continue supporting the effort over a long term, and what the program can really accomplish for the semi-literate. A cursory examination by the Task Force of the Community Vocational Centres together with reports from school authorities regarding the Centres' styles of operation, led to the conclusion that many Centres are ad hoc and narrowly - defined ventures that disregard the total network of consequences associated with this form of government service delivery over the long term. For example, this kind of orientation where the name of the game is "government subsidy" imposes high cost consequences on other service sectors in small communities which deliver service to the same client or the client's family but are financed in part by local contribution. Further, the Centre operators are perceived to use "hard sell" client recruitment methods which adversely affect the local school's holding power.

The present structure of the Department's Community Centre delivery agency is characterized by well defined jurisdictional boundaries and a vertical flow of authority. This structure, because it lacks horizontal integration and co-ordination with other local education authorities is not analagous to the interacting socio-economic process operative in these small communities. In other words, in small communities where everyone knows what everyone else is doing, highly visible government agencies which won't keep each other well informed of what the other is doing, or which are critical of each other or which settle their differences in full view of the community, make it easy for clients to play "the beat the system game".

It would be extremely beneficial for the Department of Advanced Education and Manpower. through its local management committees, and the Department of Education, through school boards, to develop a co-ordinated approach to the delivery of this service. Informal agreements by program directors to keep each other informed and aware, and to adjust their decisions so that their various programs operate together in a co-ordinated manner could be a first step.

The Task Force addresses the need for developing organizational structures that can deal with a variety of community problems in a related manner in a later section of this report.

Elementary - Secondary School Service

The Department of Education has delegated the responsibility for delivering elementary - secondary educational service to 45 school jurisdictions in the Alberta North region. One of these, the Fort Vermilion School Division # 52, is under an official trustee of the Department of Education. Four distinct governance styles characterizes the other local governments. Seven are Committees of County Government. Nine are school boards of Divisions with elected school trustees. Twenty-eight are district school boards with elected trustees serving Catholic populations, with the exception of Glen Avon in St.Paul where the minority population served is Protestant. Two Separate Regional school boards serve St.Paul and Bonnyville high schools. One is operated by a city school board (Grande Prairie). There are two Town public school boards (Fort McMurray and Grande Cache). Finally, one consolidated school district board functions at Falher.

During the study period, it was apparent to the Task Force that these were indeed very trying times, both for the individual and the school board. Being continually submerged in the dollar shortage crisis, brought on by inflation and a growing psychology of entitlement on part of people, school boards had precious little time to plan activities other than those to keep "heads above water". These sets of conditions were of course not unique to the North but province-wide during the period February, 1975, to September, 1976. As a result, school authority attention was diverted from the real and continuing need for the examination of the manner that the dollars were being used in comparison to the ways they could be used more efficiently. The restraints imposed on transfer funding and the general reluctance on the part of local taxpayers to approve referendums allowing Boards to requisition above established levels resulted in school systems beingless than enthusiastic about trying out new ideas and experimenting with various instructional techniques. Boards were generally more cautious and wanted to know whether or not a new program would work before putting money into it at the expense of established programs.

As of June 1975, the region's schools enrolled 56,143 pupils; 3,482 under a city school board, 15,540 under County school committees, 29,666 under Divisional school boards, and 7,455 under Separate and/or district school boards. Thus 14 percent of pupils were enrolled in small (one or two school) jurisdictions as compared with the Alberta average of 17 percent. In terms of geography, the School Divisions are by far the larger systems.

The total education bill to deliver the service to these pupils in 1975 was 83 million dollars for an average cost of providing a year of education for each pupil of $1,486.00 as compared with the Alberta average of $1,435.00.

As shown in Table I, the per pupil expenditures for Alberta North systems were slightly below the Provincial average for Zone II systems, and 8 percent above Provincial average for Zone I systems. The combined average however is below that of the City of Edmonton School Districts. The figure for Zone I systems is somewhat distorted since it includes the expenditures of two high cost, unique school systems which spent in excess of 9 million dollars in 1975 to deliver service to some 4,800 pupils. Excluding these systems, the average per pupil costs of all other systems in Zone I equals that of the City of Edmonton School Systems. Fewer dollars, however, went for "direct costs" of educating pupils in the Alberta North systems. As indicated in Table II, Counties and Divisions use about 25 cents out of every dollar on subsidiary education services, whereas small, but compact school districts, and the city systems spend about 10 cents of their dollar on such services.

Although the amount spent on a per pupil basis for educational delivery in Alberta North is not significantly higher than in other parts of Alberta, there is a marked difference in the way in which the funds are raised.

TABLE I

Average Per Pupil Costs [1] 1975

Location Basis

	TOTAL COSTS
Provincial	$ 1,435.00
Zone I jurisdictions	1,553.00
Zone II jurisdictions [2]	1,420.00
Edmonton districts [3]	1,490.00
Calgary districts [4]	1,435.00

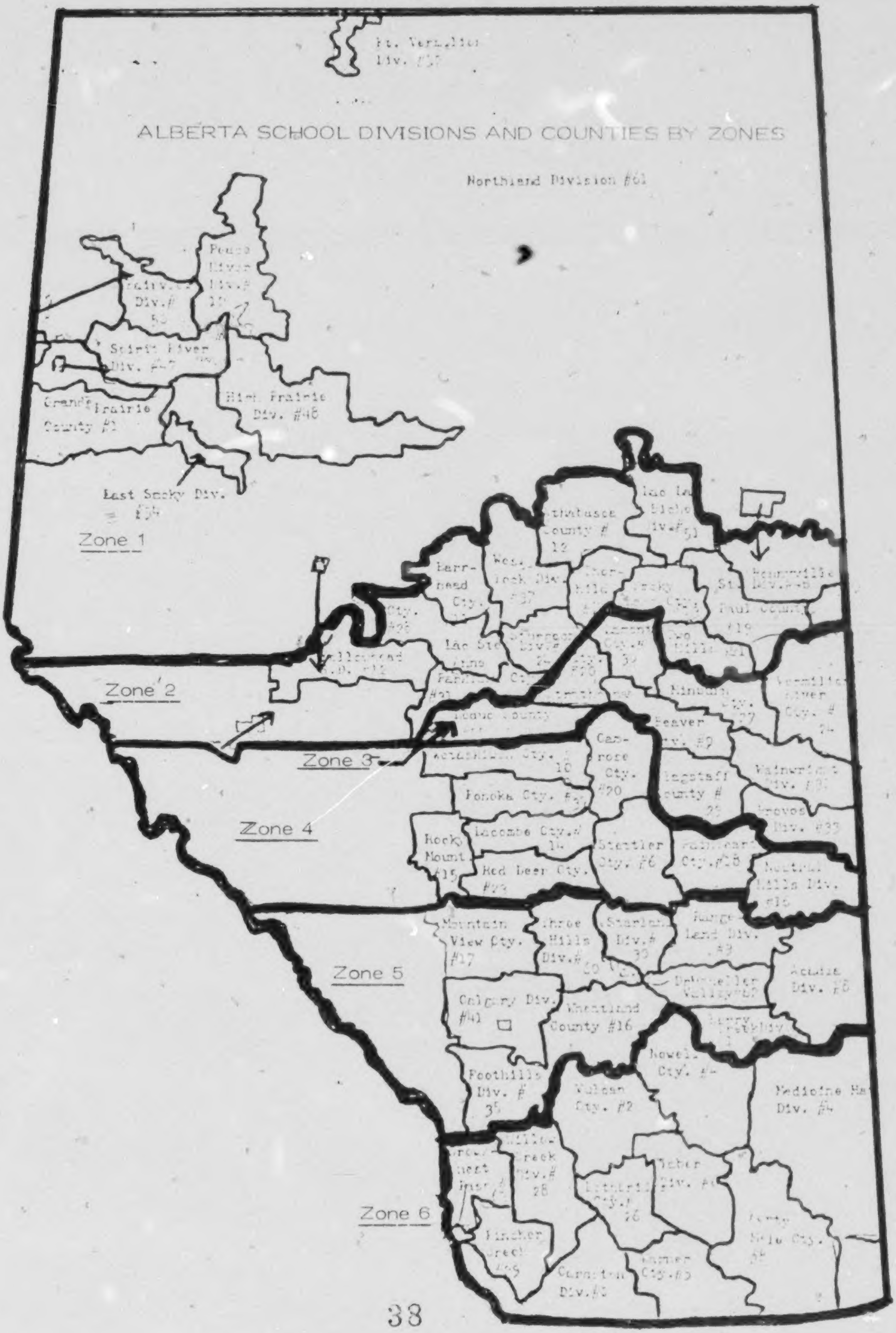
[1] Cost figures include deficits from previous year(s) being paid with 1975 operational funds.

[2] Calculations exclude those jurisdictions South of Highway 16 who are part of Regional Office of Education Zone II.

[3] Combined Edmonton Public and Separate system expenditure figures.

[4] Combined Calgary Public and Separate system expenditure figures.

FIGURE I



ALBERTA SCHOOL DIVISIONS AND COUNTIES BY ZONES

Ft. Vermilion Div. #5?
Northland Division #61
Peace River Div. #10
Fairview Div. #50
Spirit River Div. #47
Grande Prairie County #1
High Prairie Div. #48
East Smoky Div. #54
Zone 1
Barrhead Cty.
Westlock Div. #37
Athabasca County #12
Lac La Biche Div. #51
Thorhild
Smoky Lake Cty.
St. Paul County #19
Bonnyville Div. #46
Lac Ste Anne
Sturgeon Div. #24
Lamont Cty. #30
Two Hills #21
Cty. #26
Whitecourt S.D. #12
Parkland #31
Cty. #20
Strathcona
Minburn Cty. #27
Vermilion River Cty. #24
Zone 2
Leduc County
Beaver Cty. #9
Camrose Cty. #20
Wetaskiwin Cty. #10
Flagstaff County #29
Wainwright Div. #32
Zone 3
Ponoka Cty. #3
Provost Div. #33
Zone 4
Rocky Mount. #15
Lacombe Cty. #14
Stettler Cty. #6
Paintearth Cty. #18
Red Deer Cty. #23
Neutral Hills Div. #16
Mountain View Cty. #17
Three Hills Div. #60
Starland Div. #30
Rangeland Div. #3
Zone 5
Drumheller Valley #62
Acadia Div. #8
Calgary Div. #41
Wheatland County #16
Berry Creek Div.
Newell Cty. #4
Foothills Div. # 35
Vulcan Cty. #2
Medicine Hat Div. #4
Crowsnest Pass
Willow Creek Div. # 28
Taber Div. #6
Lethbridge Cty. # 26
Zone 6
Pincher Creek #29
Forty Mile Cty. #8
Cardston Div. #2
Warner Cty. #5

TABLE II

Average Per Pupil Costs For 1975

Range and Jurisdiction Types[1]

	Total Costs	Basic Costs[2]	Subsidiary Costs[3]
Counties (range)	$ 1,410.00 (1,166.10 – 1,560.66)	$ 1,120.00 (982.33 – 1,221.77)	$ 290.00 (183.97 – 338.89)
Divisions (range)	1,490.00 (1,074.32 – 2,293.55)	1,160.00 (1,353.34 – 1,842.95)	330.00 (279.03 – 450.60)
Districts (range)	1,410.00 (1,052.98 – 1,644.41)	1,260.80 (954.45 – 1,364.75)	150.00 (98.53 – 280.16)
Edmonton	1,490.00	1,310.00	180.00
Calgary	1,435.00	1,270.00	165.00

1. Study area jurisdictions only.

2. Basic costs = elementary, junior and senior high "direct costs" of educating pupils; Function 2, 3, and 4, and other related costs; Function 5 (special education), Function 7 (pupil services), Function 8 (administrative), Function 12 (contribution to capital for equipment).

3. Subsidiary costs = deficits, debt servicing, E.O.F. elementary and compensatory and transportation.

Data made available to the Task Force by the Treasury Department of the Province show that a substantial degree of differential support was operative in 1975:

- 71 percent of the total educational bill in Alberta is paid from general revenue funds as compared with 90 percent for Alberta North.
- Total equalized assessment for the Province was 5.5 billion in 1975 compared with 1/4 billion for Alberta North.
- Total local tax contribution to education (Provincial levy and local requisitions) in 1975 averaged 29 percent of the total expended in the Province as compared to 10 percent of the total expended in Alberta North.
- Transfer dollars per pupil from general revenue in 1975 were $940.00 in the Province compared to the Alberta North average of $1,300.00.

Note: This difference in support amounting to $360.00 per pupil, results from (a) additional funds transferred under E.O.F. (compensatory) $2,350,000.00 of the $3,340,297.00 allocated, School Requisition Equalization grants, $9,000,000.00 of the $12,000,000.00 allocated, and Isolation Bonuses $265,000.00 out of $325,000.00 allocated. (b) more dollars transferred per pupil for transportation, (c) more dollars transferred per pupil for supported debenture payment. School buildings are generally newer and have cost more to build.

In summary, it appears to the Task Force that the Provincial Government's allocation of financial resource to education in the study area is within dimensions which are reasonable and realistic. Although ample evidence was found that Alberta North still needs to "catch up" to the rest of the Province in some services, the Task Force has serious reservations about recommending acceleration in educational program implementation. Rather, the study recommendations suggest that the existing delivery mechanisms simply require some adjustment in order to maximize outputs, without necessarily increasing dollar inputs, and the re-allocation of existing transfer grants be considered to provide for more equitable differential treatment of school systems through refinement of known variables.

SECTION III

LITERATURE REVIEW

Preamble.

The purpose of this section is to provide a capsule description of representative literature focusing primarily on four specific issues: Curriculum, Delivery and Governance, Funding, and Native Education.

Introduction

As a first exercise the Task Force conducted a search of the literature which has been collected and catalogued by the research department of the Northern Alberta Development Council. The coverage focused primarily upon what had been said since 1970 about the study area, the issues at stake and proposed solutions to problems put forward by educators and others. The literature examined was extensive but not exhaustive and ranged from articles and speeches on problems in Alberta North which proposed various operational modifications to correct perceived dificiencies, through descriptive articles to numerous studies based upon sound, and some less sound, empirical research.

Generally the literature demonstrated a high degree of consensus by educators on most of the issues examined. It was also evident that much of the effort to get at the issues was research - oriented, with remarkably few reports indicating that the recommendations arising out of these studies formed the basis for the implementation of programs designed to improve existing conditions. Another impression gained from this exercise, added to the comments made by people in the communities, was that professional researchers could likely be accused of over - researching Northern communities, and over intellectualizing human problems. Finally, the review provided ample evidence that there was a lack of coordination of research efforts between departments of the government, and in isolated cases, within the same departments. For example, a simultaneous study, by different departments, about the same problem e.g., drop - out phenomena, was conducted in several Northern communities in 1974. Many of the clients were contacted by both researchers but at different times. One of the studies concluded that the deficiencies uncovered were not subject to correction within the existing operation, while the other made countering sets of recommendations. Neither one of the researchers knew that the other existed.

It is recognized that this list in not complete. However, it is deemed to be fairly representative of what has been written about the issues during the part few years.

1. Overview of Alberta North

In August,1974, the Northern Development Branch published a research report of demographic trends and characteristics of the study area. Summarized below are the most significant findings which emerged from the survey.

1. Population

The population of Alberta in 1971 was 1,627,870; the population of Northern Alberta was 214,885 or 13.2 percent of the total population. As indicated in Figure I, the 1961 population of Alberta was 1,331,944; the population of Northern Alberta was 188,097 or 14.1 percent

FIGURE II

Population by Census Division

	YEAR					
	1921	1931	1941	1951	1961	1971
CENSUS DIVISION						
#1	29,764	25,536	24,814	28,317	39,140	39,149
#2	38,027	46,338	50,783	67,694	83,306	86,624
#3	24,602	27,729	27,127	27,667	30,967	30,940
#4	30,678	25,261	15,920	13,182	15,020	12,991
#5	41,572	44,222	41,483	39,055	38,115	34,485
#6	90,305	119,824	130,023	177,441	317,989	447,079
#7	45,282	44,833	40,683	40,217	40,837	38,334
#8	36,312	41,544	51,662	57,513	76,533	85,638
#9	14,306	17,337	16,672	19,496	20,274	19,781
#10	62,719	77,395	79,639	70,677	70,177	65,532
#11	100,254	134,142	158,463	235,475	410,679	552,461
#12	23,723	34,400	43,973	39,886	47,370	54,647
#13	23,416	37,680	47,155	46,638	45,431	43,786
#14	6,677	10,917	14,281	14,443	19,282	21,665
#15	20,817	44,447	53,491	61,800	76,884	94,762

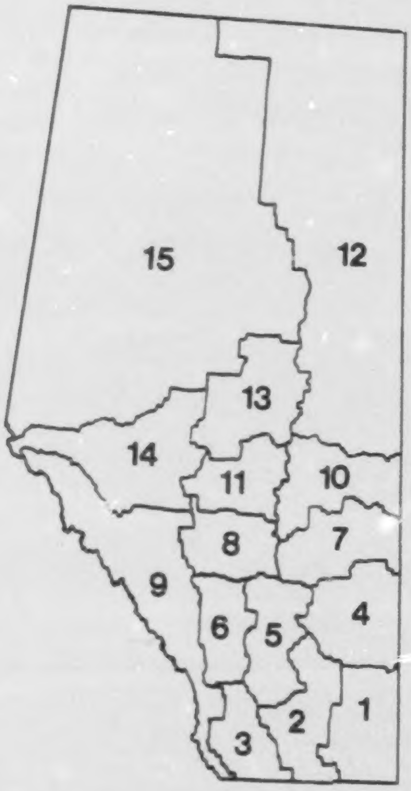
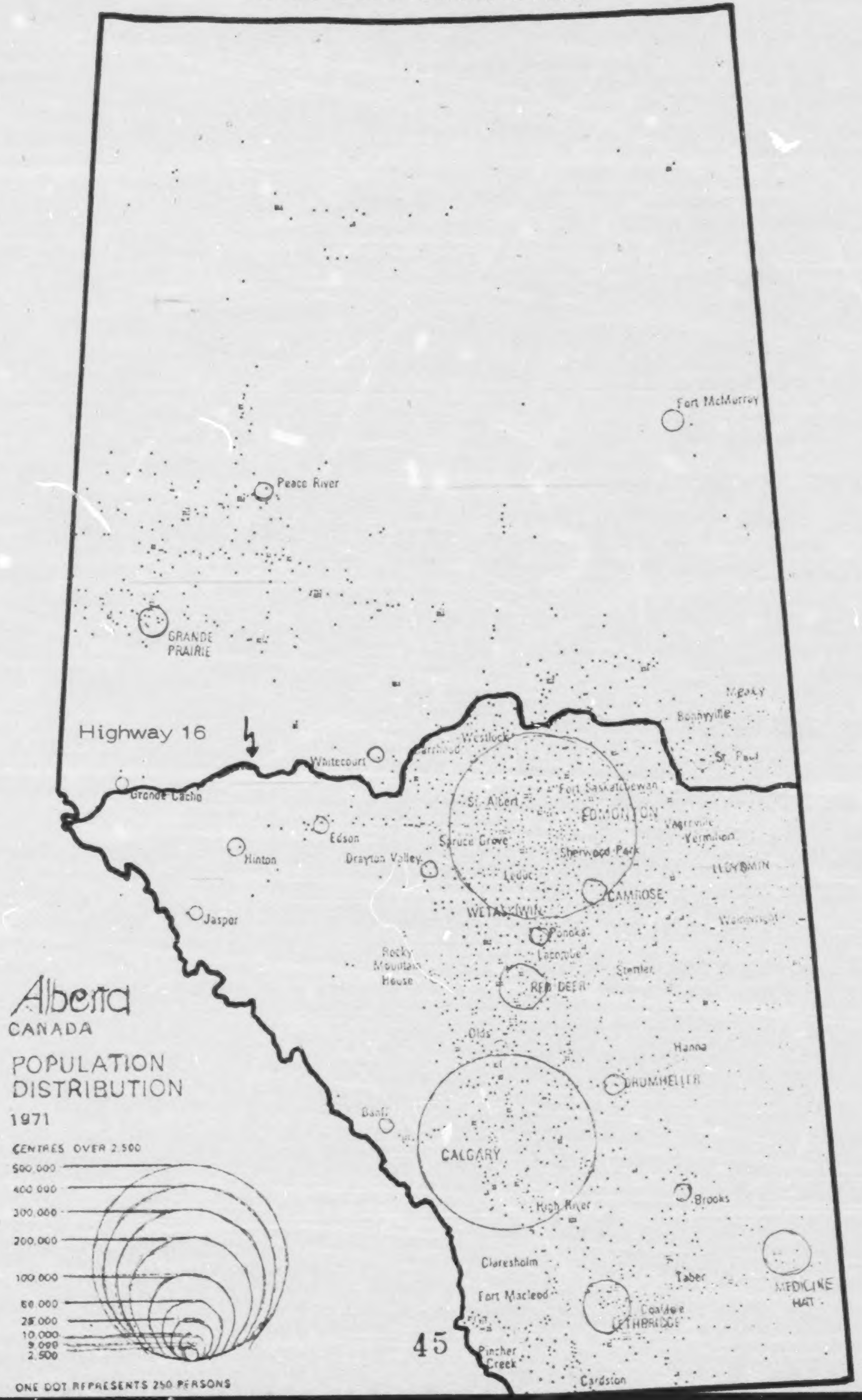


FIGURE III
POPULATION DISTRIBUTION


Fort McMurray
Peace River
GRANDE PRAIRIE
Highway 16
Whitecourt
Westlock
Barrhead
Grande Cache
Edson
Hinton
Jasper
Drayton Valley
St. Albert
Spruce Grove
Fort Saskatchewan
EDMONTON
Sherwood Park
Leduc
WETASKIWIN
CAMROSE
Bonnyville
St. Paul
Vegreville
Vermilion
LLOYDMIN
Wainwright
Ponoka
Lacombe
Rocky Mountain House
RED DEER
Stettler
Olds
Hanna
DRUMHELLER
Banff
CALGARY
High River
Brooks
Claresholm
Fort Macleod
Taber
MEDICINE HAT
Coaldale
LETHBRIDGE
Pincher Creek
Cardston
Alberta
CANADA
POPULATION DISTRIBUTION
1971
CENTRES OVER 2,500
500,000
400,000
300,000
200,000
100,000
50,000
25,000
10,000
5,000
2,500
ONE DOT REPRESENTS 250 PERSONS

of the total population. In the decennial period 1961-1971, the population of Alberta increased by 195,916 or 22.2 percent. The population of Northern Alberta increased by 26,788 or 14 percent. The rate of increase in Northern Alberta for the decennial period was 8 percent less than for the Province as a whole [1].

This is evident in the weakness in the labour force and child bearing age groups, which is caused primarily by migration from the North to Southern Alberta and elsewhere in search of jobs and higher education. If the decline in fertility and labour force continues, this has implications for future educational and manpower planning.

2. Dependency

The dependency load relates the economically dependent population to the economically independent or active population. In other words, those who are not working comprise the dependency population.

For Alberta in 1971, the dependency load was 63.7 percent; in Northern Alberta it was 77.5 percent. For Alberta in 1961, the dependency load was 73.1 percent; in Northern Alberta it was 82.5 percent. Thus, in the decennial period, the dependency load decreased by 10 percent for the entire Province, but only 5 percent for Northern Alberta.

3. Ethnicity

A higher proportion of people of Native or French origin live in Northern Alberta. In 1971, 48.7 percent of the total Native population lived in Northern Alberta, primarily in C.D. 15 (25.5%) and C.D. 12 (18.9%). Similarly, in 1971, 27.4 percent of the total Alberta French population lived in Northern Alberta, primarily in C.D. 15 (11.7%) and C.D. 12 (10.7%).

The most ethnically disparate area in the entire Province appeared to be C.D.12 with population percentages as follows: 15.4 percent Native, 17.5 percent Ukrainian, and 18.5 percent French.

4. Rural Population

A higher proportion of rural people live in Northern Alberta. In 1971, 26.5 percent of the total Alberta population was rural; in Northern Alberta, however, 59.3 percent were rural. Only

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[1] Preliminary 1976 population statistics obtained from Census Bureau show that population growth in Alberta North kept pace with the population growth in the Province; 1,627,870 (1971), 1,800,000 (1976), or about 10 % gain in the Province, 214,885 (1971), 240,000 (1976), or about 10 % gain in Alberta North.

14.5 percent of the total Alberta population were farmers, whereas 32.2 percent of the Northern Alberta population were farmers. The most rural area in Northern Alberta was C.D. 12 with 76.8 percent.

5. Family Structure

Family size tends to be larger in Northern Alberta. In 1971, the average number of persons per family for the Province of Alberta was 3.7; for Northern Alberta the average was 4.2. C.D. 12 had the highest number, with 4.4.

There was a higher concentration of female heads of families in the older age groups, especially amongst the 65 and over, with 11.9 percent for Alberta, and 22 percent for Northern Alberta.

The number of people who have never married was higher for Northern Alberta (53.9%) than for the Province (49.6%).

Finally, there was a lower proportion of divorced population in Northern Alberta (.6%) compared to the Province (1.3%).

2. Curriculum

The current status of this issue can be summarized by referring to a number of reports, studies, government statements and conference conclusions which confronted the problems.

2.1 Conference of "Curriculum Decision-making in Alberta", Red Deer, March 25 - 28, 1974. Two recommendations which best seemed to capture the spirit of the conference were:

i) It is recommended that the Department of Education support the idea of shared responsibility in curriculum decision - making by helping to provide the necessary resources (such as time, money and expertise) to facilitate local curriculum development activities.

ii) It is recommended that structures be established which would ensure input into the curriculum development process from all levels of involvement- Department of Education, local school systems, teachers, parents, learners.

2.2 Ad Hoc Cross Cultural Education Curriculum Committee. At the third meeting of the Committee held June 13 & 14, 1974, the following motion was passed:

> "Moved and seconded that this Committee empower the chairman to seek external funding for an experimental community-centered curriculum development project".

2.3 Three significant reports commissioned by the Government of Alberta, the Alberta Task Force in Intercultural Education (1972), the Report of the Northland School Division Study Group (1975), the Social Studies in Alberta Report (1975), addressed the issue. The Report of the Northland School Division Study Group states the problem which appears central to all studies.

> It is believed that most children would do somewhat better if the materials available to them, and to their teachers, had a setting and background more related to their local environment rather than being related so universally to urban living.

This problem is complicated further by human concerns: (a) the lack of teacher preparedness to utilize material not produced as part of the program of studies. This relates to use of local community resources. The well-prepared and enterprising teacher complements the program by making maximum use of resources which are part of the pupils' "out of school" environment and (b) the reluctance of northern communities to accept materials contained in the present urban - oriented program of studies.

Recommendations made by the Northland School Division Group were as follows:

i) That the development and use of materials in harmony with the children's environment be encouraged;

ii) That local residents be involved in school programs when they have knowledge or skills they can contribute;

iii) That the Department of Education take the initiative in the establishment of some sort of curriculum centre or agency having as its purpose the development of curriculum materials of usefulness not only in Northland but in other jurisdictions having considerable numbers of native pupils.

The problem, of course, is prevalent in all Northern Communities, not only those having native residents.

2.4 Speech from the Throne, June 23, 1975 ---

Basic Education --- "significant new initiatives in 1975 will allow for increases in the role of parents in curriculum decision - making together with a start towards decentralization of curriculum development throughout the Province".

2.5 Speech from the Throne, March 4, 1976 ---

Amendments to the Northland School Division Act will highlight improvements in the quality and delivery of educational services to our northern and remote communities.

2.6 Northern Alberta Development Council -
October 1975 -
Goals for Development of Education Curriculum.
Goal:

To work with the people of Northern Alberta, to ensure that school curricula are appropriate both to the educational and training needs of northern young people, and to the physical and cultural conditions in which they live.

2.7 Project Canada West: Program Development, People, Processes, Products. This five year project, funded by four teachers' federations in Western Canada and allied with the Canadian Studies Foundation, had as it's ultimate aim to "develop and distribute Canadian studies curriculum materials and teaching strategies for use in elementary and secondary schools". A major conclusion was that "teachers, when provided with the challenge, the right climate, the time, the resources, and the opportunity for exercising rational decision -

> making, can be developers of curriculum and instructional processes and materials".

3. Native Education

3.1 The OECD External Examiners Report

As part of its regular program of activities, the Organization for Economic Cooperation and Development, of which Canada is a member, conducts from time to time comprehensive reviews of education policies in its member states. Such reviews have already been carried out successfully in several countries. The purposes of the Canadian review were twofold: to acquaint others with educational developments in Canada and, by examining the objectives, structures and content of Canadian educational systems, to assist Canadian education authorities in planning more effectively for the future.

The completion of this comprehensive review, which was coordinated by the Council of Ministers of Education, Canada, in close cooperation with the Government of Canada, is the culmination of over three years of work. The first stage was the preparation of a six - volume background report by Canadian authorities on education in Canada. This background report consisted of an introductory volume, a volume by the Government of Canada, and four regional volumes (Atlantic Provinces, Quebec, Ontario and Western Provinces). The second stage, following submission of the background reports to the OECD, was an "external" examination of education policies and systems across Canada by a team of five internationally renowned education experts selected by the OECD. The five examiners toured the country and prepared a report based on their first-hand observations. The third and final stage of the review consisted of a "confrontation" meeting during which representatives of the Canadian educational authorities responded to questions raised by the examiners in their report. This "confrontation" meeting took place in the OECD Education Committee in Paris in December 1975.

The report confirms the Canadian experience of "the systematic build - up of a public comprehensive school system", and that the allocation of resources has developed from a clearly generous level to an extraordinary generous one. It also points to Alberta's Early Childhood Services as a plan meriting widespread copying. Five specific groups among students, however, are singled out as needing more attention:

1) children with different types of handicaps;
2) native population and other underprivileged groups;
3) linguistic and cultural minorities;
4) highly talented and gifted children;
5) females.

In part, the OECD report had this to say about native people:

> A special case of continuing underprivilege is presented in Canada by the children of native people and of mixed blood (Metis). ---Educational provision for non - status Indian and Metis is treated as the sole responsibility of the Provinces and their local school boards. It is not possible to say how many non - status Indian and Metis children are attending schools nor is it possible to cite data on their retention and success in school, for, in Canada, children are identified by race only in schools operated by the Department of Indian and Northern Affairs. The Western Provinces report that they estimate that about 50,000 non - status Indian and Metis children are enrolled in the schools of the four Western Provinces (compared with 43,000 registered Indian children).

There appears to be a good deal of dissatisfaction with Provincial efforts to accommodate their Indian and Metis minorities. Most have assumed that the standard Canadian school structure and curriculum is an adequate offering, when clearly that is not so. Some efforts are being made to adapt the standard Provincial curricula to the special needs of Indian and Metis children, and there are welcome signs of a much greater appreciation of the need to consult with Indian groups before taking action. --- There are few exact data on educational conditions. In any case they are not considered to be satisfactory. Estimates of illiteracy do not exist, but it is probably quite high, especially among the older (over 50 years of age) population, many of whom cannot read or write English or French, and the drop - out rates before the end of high school are somewhere between 70 and 95 percent. The examiners were able to see some fine examples of vocational training and re - training in Fort Smith (N.W.T.). There were general educational courses for adults, as well as up to 18 vocational training offerings. Even the otherwise militant Indian Brotherhood admit to the progress that has been made in this respect. They criticize though, just as emphatically, the lack of appropriate curricula, and inadequate participation by native people themselves. In sum, the Examiners could not escape the conclusion that there is no overall conception for the improvement of the educational opportunities of native children, and for their steady and devoted realisation. It makes little sense that there are still far too few (about 15 percent) native teachers, and that only 19 schools are native - controlled.

3.2 Cross - Cultural Education Study Tour, 1973.

The establishment of priorities for development of curriculum in the area of Cross - Cultural Studies, with initial focus upon native peoples prompted the Curriculum Branch personnel to engage in a fact finding tour. The primary objective in these visits was the identification of programs and processes being used elsewhere which might be worthy of emulating in Alberta. Dr. H. Sherk and H. Callihoe travelled to points in Arizona, Montana, New Mexico, Saskatchewan and Manitoba. The report provides some insights about concerns of native people with regard to the school curriculum and describes some "lighthouse" programs for training teachers in Saskatchewan (ITEP and Indian Cultural College), in Manitoba (IMPACTE - Indian and Metis Project for Careers through Teacher Education), and the Arizona State University plan for preparing native teachers. The operation of a model school at Rough Rock is described as a daring concept of education which might serve as a model for the education of the native people in Canada.

3.3 Report of the Task Force on Intercultural Education released in 1972.

The Task Force comprised of personnel from Alberta Education pulled together data about native education that were already available and suggested some tentative policies and procedures to be uesd by the government that would serve the educational needs of native people. A set of five guiding principles was recommended which encouraged and supported the revitalization of Native Cultures. In keeping with this philosophy, the operating policies recommended for adoption by the Minister of Education addressed the following educational issues:

1. Native people involvement in determining needs and priorities in curriculum.
2. Early Childhood Education for Native children.
3. Job preparation in vocations which utilize particular talents of Natives.

4. Indian education post secondary programs.
5. Native representation on School Boards.
6. Inter governmental cooperation.
7. Department of Education Consultative Service expansion.
8. Funding through modified grant structures.

3.4 Hawthorn Report of 1966, Worth Commission on Educational Planning 1972, the Chalmers 1960 and 1970 grade placement of Northern Alberta Metis Pupils Study, the 1971 McCarthy Study of Indian Dropouts, and the Dumont Study on School Withrdawals in 1971, all dealt with the Native drop - out phenomena. The studies addressed the need to cope with occupational, medical, legal and domestic disparities of native people to get to the problem, in addition to making recommendations directed to the development of educational environments in which native people can thrive on their own terms.

3.5 Native Curriculum Survey Report, 1974.

The report was the result of a six month survey by Owen Haythorne, of what was happening in Alberta in Native Studies programs.

With respect to the major document on the subject of Native Education in the Province of Alberta, prepared by the Task Force on Inter-cultural Education, Mr. Haythorne had this to say:

> The document was thorough and included twenty recommendations for establishing policy. Apparently, however, there were no comprehensive policy decisions generated by the report. Implementation of two or three recommendations is evident, but they represented only piece - meal applications by certain authorities in the Department. Other recommendations are made conspicuous by the negative responses they received. For example,

> Recommendation # 14 states in part " Recruitment of a larger staff of consultants on Native education, "; however, the Field Services staff of Inter-cultural Education Consultants has dwindled from three at the time of the report to only one now and even his Inter-cultural time is being eroded by other duties. Insofar as teachers making assumptions about provincial education priorities on the basis of apparent Departmental activity, the present status of Native people and Native education must be rather ambiguous.
>
> The Task Force Report has been widely distributed and undoubtedly increased awareness has occurred as a result of it, but action resulting from it has been limited and piece-meal. Perhaps the main limitation lies in the fact that it addressed itself too much toward education of Native people and not enough toward education about Native people. Certainly, another limitation of its effectiveness was its failure to generate a coordinating policy decision whereby specific decisions would be required by overall policy objectives .

Mr. Haythorne reported that throughout interviews with the 350 people contacted during the survey, the discussion revolved around what type of education was good for the native student and what type of changes should be made to achieve a better result. Consideration of what to teach non - native students about native people had relatively little importance to educators interviewed. The report states:

> In spite of recent efforts to allow for educational self-determination, teachers and administrators, who are nearly all non - Native, still bring their cultural biases and dominant - society expectations to the classroom. Being the products of self-perpetuating educational expectations, it is difficult for them to do otherwise. Teachers find it difficult to teach anything about Native people because, with rare exceptions, it was not included in their educational experiences. During the survey when teachers or administrators were invited to discuss Native Studies programs they would jump on the popular bandwagon of discussing "the Indian problem". Even when school personnel were steered away from expounding on "what is good for Indians" to their own "Native Studies programs" a consideration of what to teach non - Native students about Native people had relatively little importance .

Mr. Haythorne suggests that policies must be found and clearly communicated so that all facets of education for and about Native people receive attention. At the present (1974), he states, " **there is still** much confusion and disagreement about what is to be accomplished in Native education and Native studies programs; in other words, what is the product to be"? Administrators and teachers generally expect students to fall into a particular mold which will eventually contribute to "success". Yet many parents, Native leaders, Native Education theorists and some educators have grave doubts about the applicability of general norms to Native children. Mr. Haythorne suggests that while a search for consensus about the "product" goes on there can still be decisions made with respect to process. At least to some extent we know that we do NOT want the following products:

1. People without economic or social mobility.
2. Students who drop out at the first opportunity.
3. People who feel that school has been irrelevant and that the rest of society is an alien milieu.
4. People without a sense of identity.
5. People who, as a result of how the school has treated their ethnic origin, feel inferior.
6. People who are insensitive to ethnic groups on the basis of prejudice and ignorance.

4. Governance and Delivery

4.1 Provincial Government Structure and Organization in Northern Alberta - July, 1974.

This report, prepared by the Northern Development Branch is a collection of data concerning the administration and organization of Northern Alberta. It analyzes the structures of incorporated population centres, municipal districts and counties which possess local governments. It also discusses the structure and organization of improvement districts, applicable administrative regulations, the function of advisory committees and the role of government appointed administrators.

Issues in local government in the area are highlighted through an analysis of local government boundaries, a discussion of power, responsibilities and finances of local government.

It is clear that there exists a great variety of regional bodies all involved in delivery of some kind of service. None of these need be coterminous with one another and in the case of general hospital districts, they are not even coterminous with the municipalities. When school authorities join recreation boards or regional library boards, the board boundaries will not be coterminous with the municipalities where there are not coterminous school and municipal boundaries.

There are wide variations in arrangements for funding, appointing and guiding both local and regional special purpose boards. Funding may be internal, from the municipalities, from the Province, or any combination of these. The boards may be responsible in some way to the local elected bodies, responsible to some agency of the Provincial Government, or responsible to both local elected bodies and some government agency. Board members may be appointed by a local government, by the Province or by both, or may even be directly elected. In various cases, board members may be either municipal councillors, municipal staffs or "private citizens". Each board has been set up independently as the need is seen to exist, and each board has different funding sources, compositions, and authorities to whom it is responsible, and in the case of regional boards, different boundaries.

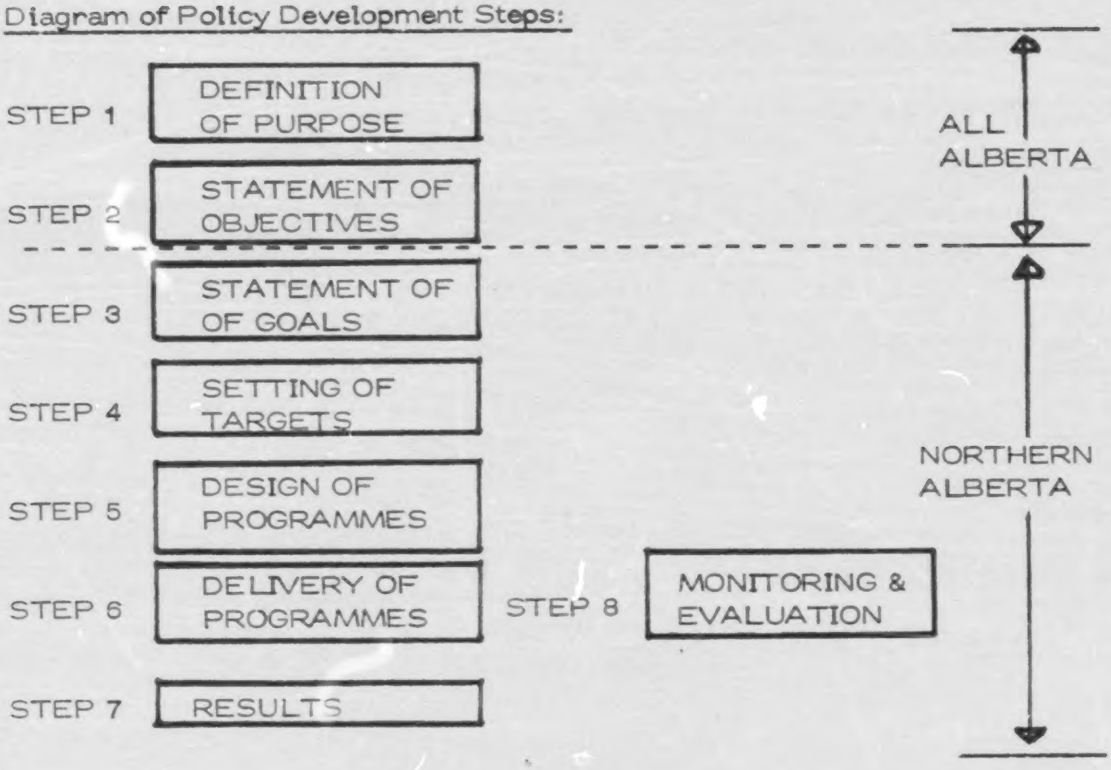
4.2 Goals for Northern Development Documents. October 1975. N.A.D.C.

The various steps in the development of a Northern Development Policy by the Provincial Government are described and set out diagrammatically in Figure IV;

> The basic units of Government action are programmes (Step 6), which are specific responses to particular situations. The previous five steps are the necessary preliminaries. They begin at a very general level and proceed, through the various steps, to get more and more specific.
>
> At the most general level is the Purpose, which is simply a statement of what the Government believes in. The next step is the definition of Objectives, which outline somewhat more specifically the areas where Government thinks some action may be required. The Goals express the kind of action that the Government considers appropriate to particular situations. From these come Targets, which are very specific, and outline exactly what the programmes should accomplish. Once targets have been set, programmes can be designed and implemented.
>
> As the programmes begin, so do monitoring and evaluation to determine whether programmes are having the desired effect. The information gained by these activities feeds back into programme design, to setting of new targets, and ultimately to the goals. Hence as results come in programmes change, adjusting continually to changes in the current situation and to their own success or failure.
>
> To pick one example of these various steps, a purpose might be to provide the services which Albertans need; an Objective to work towards a physically healthy population; a Goal, to increase constantly the availability of doctors; a Target, to have a certain number of doctors in the Province.
>
> The programme then would be the system of medical training available in the universities, or a recruitment campaign to find doctors elsewhere.

FIGURE IV

Diagram of Policy Development Steps:


STEP 1
DEFINITION OF PURPOSE
STEP 2
STATEMENT OF OBJECTIVES
STEP 3
STATEMENT OF OF GOALS
STEP 4
SETTING OF TARGETS
STEP 5
DESIGN OF PROGRAMMES
STEP 6
DELIVERY OF PROGRAMMES
STEP 7
RESULTS
STEP 8
MONITORING & EVALUATION
ALL ALBERTA
NORTHERN ALBERTA

The document contains three statements with respect to Governance and Delivery;

1) Local School Government.

To review, and if necessary revise, the system of governing bodies for Northern schools, with the aim of reinforcing local autonomy and local decision-making, of ensuring that the service areas of schools are appropriate to the social characteristics of the various geographical areas, and of ensuring that geographical and cultural minorities can have an effective voice in the school system for their children.

2) Local Decision - making.

a) To establish a system of local government, coupled with a system of per capita grants and special leadership training programmes to enable communities who desire local government, but who have inadequate tax bases, to have more control over the affairs of their communities and to provide services to their people.

b) To establish a method whereby people in the isolated and sparsely settled, primarily agriculture Improvement Districts (I.D.'s 19,20,21,22; part of I.D.'s 18 and 23) can, as a stage in their transition to status as Municipal Districts or Counties, move beyond the existing Advisory Committees to a more formal arrangement which will give them a greater degree of control over the planning and decision-making for their area. This will be accomplished by appropriate programmes for education and technical assistance.

3) Program Delivery System.

a) To explore continuously ways of improving the design, implementation, efficiency and co-ordination of all programmes so that they are relevant to Northern Alberta and so that the people of the North enjoy a level of service approaching that of the more densely populated South.

b) To rationalize the area boundaries used by various Government departments and agencies which employ field personnel in the North, and to explore methods of combining functions of field personnel so that a better distribution is achieved in Northern Alberta.

4.3 An Examination of Non - Instructional positions, functions and costs in School Jurisdictions in Alberta, May 1972, E.A.Holdaway.

This study devotes a chapter to discussing size of local school systems in Alberta and makes two recommendations with respect to boundaries:

1) A Boundaries Commission should be established to examine the size (in terms of area and number of people served) of school districts, divisions and counties, and to recommend changes.

2) This Boundaries Commission should also seek to develop common boundaries among organizations concerned with education, municipal government, hospitals, health units, Alberta Government Telephones, census tracts, and agricultural services.

4.4 Commission on Educational Planning; 1972.

The report makes a number of proposals for governance and for more participation of the people in the governing process. The central theme is that future governing structures must be based on the premise that decisions about schooling should not be made on the basis of power, but rather on the basis of who should appropriately decide. The appropriateness of "who should decide" should be assessed by means of three criteria:

1. The persons or groups making decisions should possess the relevant knowledge;
2. They should be persons who will be held accountable for the decisions; and
3. There should be participation by those who will be affected by the decisions.

The report goes on to say that "it would be incorrect to infer from these criteria that everyone should be consulted about everything. Rather it suggests widespread citizen and learner involvement in goal setting and broad policy development, with their execution being left to those with the knowledge, skill and time" - "the professional".

5. Funding.

5.1 The Ministers' Advisory Committee on School Finance, 1975 report.

The committee commissioned eight studies which together with other data provided a basis for thirty - seven recommendations. The finance plan operative in the years 1973 to 1975 inclusive was examined in the framework of four components, namely:

1. Provincial contribution to School Foundation Program Fund,

2. School Grants Regulations - other provincial grants,
3. Local contribution to School Foundation Program Fund, and
4. Supplementary Requisition.

The Committee concluded that there was no apparent need for a major change in the funding plan, but rather an up-dating, refinement and extension of the existing plan.

The seven principles that follow were deemed by the committee to provide a sound basis for an educational finance plan.

1. A provincial plan for distributing educational funds should have as its prime objectives:
   a) the equalization of educational opportunity, and
   b) fiscal equalization, insofar as it is compatible with equalization of educational opportunity.
2. An educational finance plan should provide for a diversity of revenue sources.
3. A plan for school support should recognize the importance of local autonomy for school boards consistent with provincial standards of program, teacher certification, buildings, and transportation.
4. Local school jurisdictions should have the opportunity to raise money for the financing of public education when such financing is not provided for in a provincial plan of school support.
5. A provincial finance plan should be designed to achieve an educational program which may be defined as the province's educational plan.
6. The province should provide leadership toward the improvement of the educational services, and, to this end, should provide monies, over and above the level of the province's financial plan, for development grants and in support of selected programs.
7. Support for expenditures on capital and transportation should be provided in the province's financial plan.

5.2 Goals for Northern Development Document, 1975, NADC

The document makes reference to the financial resource question:

> To review, and if necessary, revise the grants system for funding of schools, to make sure that the resources made available to Northern Schools are geared to the social and economic conditions of the area: the sparseness of population, the higher costs of operation, and the need to compensate for a lower tax base .

SECTION IV

FINDINGS and RECOMMENDATIONS

Preamble

The purpose of this section is to present recommendations which call for the kind of action considered by the Task Force, as appropriate in responding to the educational needs of Northern Albertans.

Introduction

Concerns expressed and information provided by many public officials and knowledgeable Northern Albertans with respect to Government delivery generally, and educational services specifically fit into five principal categories: These are;

(1) CURRICULUM

1.1 Design.
1.2 Materials development.

(2) DELIVERY

2.1 Community -School Facility Development.
2.2 Guidance services.
2.3 Instructional Media development.
2.4 Regional Offices of Education services.
2.5 Teacher retention.

(3) FUNDING

3.1 Compensatory programs.
3.2 Cost Benefit issues.
3.3 Differential factors.
3.4 Program quality - quantity.

(4) GOVERNANCE

- 4.1 Boundaries.
- 4.2 Leadership Skills Development.
- 4.3 Local School Committee Development .
- 4.4 Superintendency.

(5) NATIVE EDUCATION

- 5.1 Language of Instruction issues.
- 5.2 Teaching Methodology.

1. CURRICULUM

Conclusions

In 1975, the Government of the Province of Alberta [1] adopted an explicit set of Northern goals to serve as a framework to guide program development work in Northern Alberta in the years ahead. One set of goals concerns education and has this to say about curriculum:

> One of the purposes of the education system is to prepare people for participation in society and for making a living. If Northern people are to benefit from economic development and participate in local government, improvements must be made in the curriculum and methods of government for schools at all levels. In the area of curriculum, a more explicitly Northern focus is required, and the cultural diversity of the area must be taken into account .

This recognition and acceptance of existing cultural diversity of the study area means that Northern education problems cannot be addressed merely by preparing a single different curriculum with a more explicit Northern focus and employing teachers to implement the program. Rather, the findings of the Task Force would indicate that curriculum flexibility and programs to orient teachers to Northern people with an emphasis on development of Northern community relations skills appear to be the only reasonable response to the problem.

The current status of the problem is reviewed in Section III [2] by referring to a number of significant reports, studies , government statements and conference conclusions which confronted the issue. In addition, recommendations contained in Curriculum Development Project

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[1] Northern Alberta Development Council; Annual Report, March 1976, page 11.

[2] Review of Literature.

Proposals received during the course of the study were examined. These are listed in appendix F as # 2, 16, 36, and 41.

1.1 Design

RECOMMENDATION NO. 1

THAT A CURRICULUM DEVELOPMENT PROJECT BE DESIGNED AND OPERATIONALIZED TO STIMULATE A CONCERTED EFFORT BY SCHOOL AUTHORITIES TO:

i) IDENTIFY AND COLLECT PERTINENT EXISTING MATERIALS AVAILABLE COMMERCIALLY.

ii) IDENTIFY AND GATHER PERTINENT MATERIALS DEVELOPED IN OTHER PROJECTS.

iii) DEVELOP, PRODUCE AND SHARE TEACHABLE UNITS AS REQUIRED BY NORTHERN COMMUNITIES.

iv) GENERATE VIABLE MECHANISMS FOR LOCALIZED CURRICULUM DEVELOPMENT AND IMPLEMENTATION.

v) DEVELOP THE NECESSARY STRUCTURES FOR INITIATING A SUSTAINED PROGRAM OF ORIENTATION OF TEACHERS TO NORTHERN PEOPLE AND DEVELOPMENT OF COMMUNITY RELATIONS SKILLS.

vi) INCREASE COMMUNITY COMMITMENT TO SCHOOLING BY DIRECT, ACTIVE INVOLVEMENT.

A similar recommendation with respect to curriculum development was contained in the Task Force interim report submitted to the Minister in July 1975. In response, the Education North proposal was developed by an interdepartmental committee comprised of representatives from the Northern Development Branch, The Native Secretariat, Alberta Advanced Education and Manpower and Alberta Education. An outline of the project design is appended, as Appendix B.

Discussion

A collective action program which speaks to the operational aspect of curriculum design and implementation for Northern people is required. Much has been said, and written about this need, but to date efforts to implement programs have been partial and scattered. A well designed program which focuses on meaningfully involving local people in curriculum development activities would contribute positively toward:

i) Growth in local peoples' knowledge of the educational delivery system, and skills in decision - making and development activities.

ii) Reduced drop - out rates.

iii) Improved school attendance.

iv) An increase in school's holding power on teachers and other staff.

v) Improved relationships between the schools and local communities.

vi) Improvement in continuity of professional service in the North.

1.2 Materials Development Support

MacKay [3] reports that the Educational Opportunity Fund Coordinator's Office, in corresponding with schools/districts, clearly insisted that project emphasis must be on direct classroom delivery, limiting expenditures related to materials development to a maximum of 50 percent of budget.

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[3] An Evaluation of The Educational Opportunities Fund; MacKay, A., October 1975.

RECOMMENDATION NO. 2

THAT THE GUIDELINES FOR E.O.F. PROGRAM BE RELAXED TO ALLOW USE OF THE FUNDS FOR THE DEVELOPMENT OF THE NECESSARY CURRICULUM MATERIALS TO SUPPORT CLASSROOM DELIVERY OF THE PROGRAM.

Discussion

There seems to be an assumption under present E.O.F. guidelines that either the existing materials or the commercially prepared materials on the market would be sufficient to meet curriculum requirements of the projects approved. The Task Force, after hearing from those that have worked in the area of special programming, concluded that many of the projects were seriously limited in what they accomplished because of the lack of "localized" curriculum resources.

It would also appear educationally sound to grant financial support under the provisions of E.O.F. for a project whose sole aim is the development of curriculum materials.

II DELIVERY

Conclusions

During early consultations with stakeholders in the study area, and senior government officials, it was apparent to the Task Force that issues related to effectiveness of agency service delivery to Northern Alberta clients were of primary concern.

With respect to efficiency questions it was evident that the majority of the employees in the public service felt a high sense of responsibility to demonstrate wise use of time and money. They have also made substantial efforts to do the best work possible within constraints imposed on them by organizational structures which lack horizontal integrations and coordination. These constraints, and there are many, were generally accepted by most public servants as challenges to be met rather than as reasons for not doing the job. However, lack of a seeming common purpose among various agency officials, who seldom express concensus in their definition of primary objectives, or reason for the existence of the service, leads to costly duplication of effort, and more often than not, to subversion and/or delay of programs especially if the initiatives are not compatible with a particular agency's priority interests.

Proposals received by the Task Force which together with data collected, provided a basis for concluding that there exists an urgent need to examine ways of improving the design and implementation of all programs to improve the efficiency and effectiveness of service delivery to Alberta North clients.

In making recommendations, with respect to this issue, the Task Force focused on the problems in delivery of human educational resources to the student at the classroom level. The areas where problems were clearly identified by stakeholders were the following:

1. Community - School facilities use and development.
2. De - Isolation ancillary programs.
3. Continuity of professional services.
4. Department of Education Consultative and Regulatory services.

2.1 Community - School Facilities.

RECOMMENDATION NO. 3

THAT THE INTERDEPARTMENTAL COMMUNITY SCHOOL COMMITTEE (IDCSC) RECOMMENDS TO ITS MEMBER DEPARTMENTS THAT THEY UNDERTAKE A SYSTEMATIC PROGRAM OF DEVELOPMENT ENDEAVORS RELATED TO COMMUNITY EDUCATION AND COMMUNITY SCHOOL OPERATION IN ALBERTA NORTH.

Discussion

A survey conducted by the Task Force, of existing joint use facilities and community use policies held by school authorities in Alberta North showed that all but four systems have entered into formal agreements with local municipal governments. However, schools are not utilizing community facilities to any degree, nor are the school facilities used to their potential by the community. The Task Force detected an attitude of suspicion of the motives of the participating agencies. The funding issue - who pays the operating costs? and the ownership issue were mentioned most often, with respect to joint use. It is unlikely, regardless of declared policy positions existing among participating local agencies, that a significant degree of sharing will take place until a "community education - community school" kind of relationship has been developed at the local level.

In January, 1974, a Tri - departmental Community School Committee of senior civil servants was established by the Provincial Government for the following purposes:

1. to delineate the community school concept,
2. to prepare recommendations regarding intra and inter departmental policy in this area,
3. to coordinate intra and inter departmental policy until such time as long term policies are established.

Later the committee adopted the name of the Interdepartmental Community School Committee (IDCSC), and named an Executive Secretary and Community Education Consultant in the person of Dr. Brian Staples.

The community education concept is described by Dr. Staples and the committee as essentially:

(a) The sharing of resources for achieving the greatest common good.

(b) The coordination of resources to most effectively and efficiently service the priority needs as identified by the membership of the community.

(c) The utilization to the full of these resources/programs which now exist.

(d) Providing for the greatest possible degree of "community participation" in open and shared decision-making related to the identification of community needs and the methods/means to be employed in satisfying those needs.

The Task Force submits that the "community education" style of service delivery represents a good mechanism to develop parental awareness of, and support for, what goes on in the classroom. If parents hardly ever see the inside of the school except when called in by the teacher to discuss a problem, there is little doubt that the institution will be perceived as being "separate" from the community.

As the school becomes less and less the centre of the community's social life, the dissonance between the child's parents and the teacher increases. It follows that in order to maximize its effectiveness in delivering service to the child in the classroom, "the" school must be perceived by parents as "our" school. It must reflect its community and be part of its community.

In the study area, most schools operate only in daylight hours servicing only the formal educational needs of the youth. A few notable exceptions were found in the St.Paul and Grande Prairie areas, where community education and joint use programs are operational and apparently quite successful.

RECOMMENDATION NO. 4

THAT THE DEPARTMENT OF EDUCATION AND NORTHLAND SCHOOL DIVISION, IN CONSULTATION WITH THE "LAND TENURE SECRETARIAT" ESTABLISH AN EXPERIMENTAL MODEL FOR EDUCATIONAL SERVICES DELIVERY IN THE WABASCA - DESMARAIS AREA WHICH WILL MAKE IT POSSIBLE FOR THE COMMUNITY TO OPERATE THE SCHOOLS.

RECOMMENDATION NO. 5

THAT THE DEPARTMENT OF EDUCATION DEVELOP A PROPOSAL FOR JOINT FUNDING UNDER THE PROVISIONS OF SECTION 1.2.2., "COMMUNITY PARTICIPATION AND LEADERSHIP DEVELOPMENT" OF THE CANADA - ALBERTA SUBSIDIARY AGREEMENT ON ALBERTA NORTH, TO FINANCE THE IMPLEMENTATION OF RECOMMENDATION NO. 4.

RECOMMENDATION NO. 6

THAT THE DEPARTMENT OF EDUCATION TAKE THE NECESSARY MEASURES TO BE REPRESENTED ON THE "LAND TENURE SECRETARIAT" OPERATING IN THE WABASCA - DESMARAIS AREA.

Discussion

The Department of Municipal Affairs in concert with the Northern Development Branch, Department of Business Development and Tourism, established a " land tenure and local governance " Secretariat in the Wabasca - Desmarais area in 1975. The major purpose of the program is to make local government an operational reality in the area sometime in the future.

The educational service for the area is presently administered by the Northland School Division with headquarters at Peace River, and is perceived by local residents to function generally in relative isolation from the community which it serves. Since the operation of the local schools in the area is a highly visible and prized industry, the matter of developing local control mechanisms will no doubt be given priority consideration in the year ahead. The Task Force submits that there is an urgent need for the Department of Education and Northland School Division to be directly involved with the Secretariat and its local advisory group in the on - going discussions relative to governance issues generally, and to local school committee and/or school board proposals, specifically.

2.2 Guidance Services

Conclusions

The need to institute extensive guidance services at all levels in the schools has been expressed by a number of stakeholders and by a great many social service agents involved in non - educational program delivery in the study area. The Task Force noted that a wide disparity exists among systems in the delivery of this service, with the level of service provided bearing little relationship with the system's ability to pay.

RECOMMENDATION NO. 7

THAT A STUDY BE UNDERTAKEN BY THE DEPARTMENT OF EDUCATION HAVING THE FOLLOWING RESEARCH THRUSTS:

(a) SURVEY GUIDANCE SERVICE IN NORTHERN ALBERTA TO DETERMINE WHAT GAPS MAY OR ARE PERCEIVED TO EXIST.

(b) DETERMINE THE AVAILABILITY OF QUALIFIED GUIDANCE SPECIALISTS IN THE NORTH.

(c) ASSESS THE FINANCIAL PROBLEMS THAT ARE ASSOCIATED WITH PROVIDING GUIDANCE SPECIALIST SERVICES IN REMOTE AND SMALL NORTHERN CENTRES.

(d) CONSIDER ALTERNATIVES TO THE PRESENT ARRANGEMENTS e.g., ITINERANT SERVICES, STIMULATION GRANTS FOR EMPLOYMENT OF COUNSELLORS, TRAINING SUBSIDIES.

(e) EXAMINE THE PARA - PROFESSIONAL SERVICES THAT ARE BEING PROVIDED BY THE DEPARTMENT OF INDIAN AND NORTHERN AFFAIRS, NORTHLAND SCHOOL DIVISION AND OTHER JURISDICTIONS.

(f) DETERMINE THE FEASIBILITY OF DEVELOPING MORE REAL LIFE EXPERIENCES FOR STUDENTS IN THE VOCATIONAL GUIDANCE AREA AND LESSENING VICARIOUS TYPES OF EXPERIENCES.

Discussion

The Department's Regional Office of Education serving Zone one has not replaced its Guidance Consultant who was on educational leave then subsequently assigned to Zone five. Zones two and three Regional Offices combined have one Guidance Consultant on staff. Shortages in pupil personnel services type specialists are given by boards as reasons for not going into it, while others shy away from appointing counsellors because of a previous bad experience in delivering this highly personal service to pupils. Others claim that the employment of counsellors results in less guidance service being available to students, since the classroom teacher tends to withdraw from the activity to avoid interfering with the school counsellor. A school trustee said that this was a good example of the application of the rule of "subtraction through addition".

In 1974, the Northern Development Branch commissioned a private consultant to research personal and social problems associated with resource development in Northern Alberta. Assessments were made mainly in three types of communities: resource, agriculture and native.

Numerous educators and social workers were interviewed and they gave their perceptions of personal and social problems in their communities.

Professional people of the kind mentioned and others perceived these problems to be present in each community in various degrees of seriousness. The opinion was that present guidance services in Northern Alberta are not sufficient to help young people with their problems. Disadvantaged children and young adults need guidance services of a unique kind, often going beyond the scope of such services provided to the less disadvantaged. As is often the case in the smaller northern communities, few occupational models are present so children are obliged to learn about various occupations of interest to them through vicarious means. " Boom town " children as well as those from impoverished environments must cope with extraordinary social and psychological problems. It was perceived that the need to provide intensive guidance specialist services in rapid growth centres was most urgent, and that unless the schools gear up to deal with these problems, the purpose of education will be almost defeated in those centres.

The Task Force was unable to ascertain whether funding inadequacies presently exist which prevent a school authority from introducing a guidance service if it perceives that service to be essential. The drop out rates, and the need, more than ever before, for people generally, to be assisted in coping with the various challenges and pressures which are multiplying as we approach the turn of the century, are but two examples of the many factors that point out the need for increased services in the next ten years. Can another agency logically be charged with delivering this service?

2.3 Regional Learning Resources Centres

Conclusions

A literature review and the analysis of Regional Learning Resources Centres development programs in the United States and the Province of Ontario, as well as the analysis of studies at the school system level in Alberta revealed that school systems must have a pupil base of close to 25,000 before they can effectively and economically offer learning resources services. Hence, none of the school jurisdictions in Alberta North have the capability to deliver these essential services by themselves. Yet if real de - isolation of non - urban pupils is to be effected, the problems posed by lack of, or accessibility to, required technological learning resources presently available to urban pupils must be solved.

RECOMMENDATION NO. 8

THAT THE DEPARTMENT OF EDUCATION DEVELOP A PLAN FOR THE ESTABLISHMENT OF REGIONAL LEARNING RESOURCES CENTRES AT PEACE RIVER AND ST.PAUL TO SERVE THE SCHOOL SYSTEMS IN ZONES I AND II RESPECTIVELY.

RECOMMENDATION NO. 9

THAT THE PLANNING AND RESEARCH BRANCH, DEPARTMENT OF EDUCATION, PROCEED IMMEDIATELY WITH THE PREPARATION OF A TENTATIVE SUB-AGREEMENT FOR SHARED CAPITAL FINANCING OF LEARNING RESOURCES CENTRES, AND NEGOTIATE ITS INCLUSION AS A DE-ISOLATION INITIATIVE, IN THE PROPOSED LONG TERM DREE-ALBERTA NORTH AGREEMENT

Discussion

A recurrent theme in all proposals received by the Task Force from Regional Offices of Education Zone I School Systems clearly indicated that the idea of developing a cooperative, regional learning resources centre is a concept that has been accepted. The efficiency of the logistic procedures implemented by the systems in this Zone for 16 mm film distribution lends credence to the idea that regionalization of this service can work well and could logically be expanded to include all types of media. Suggestions made by the Trustees'group and Superintendents, as to the type of media services which the resource centre could offer, can be grouped under the following ten categories:

1. Curriculum development of resources and circulation of materials.
2. Selection and evaluation services.
3. Graphic production.
4. Film loan library.
5. Production and dubbing of audio and video tapes.
6. Professional library.
7. Professional staff development and inservice.
8. Television production.
9. Repair and maintenance services.
10. Audio production services.

The Task Force recognizes that a number of other educational services lend themselves well to regionalization. However, very few are politically feasible, or financially and logistically possible at this time in Alberta North. The one service that stands out as the most feasible to centralize is media delivery. The high cost, collective nature and transportability of media lend support to the desirability and effectiveness of this delivery style.

As the pace and cost of technology increase, school systems will, of necessity, have to join together to provide depth and variety of educational services to their schools.

2.4 Regional Offices of Education

Conclusions

The Task Force received a number of proposals focusing on the output of the Regional Offices of Education which guide and direct the school jurisdictions of the study area. While emphasizing problems in need of consideration and modification, the school systems' general comments attest to the value of both Regional Office activities in supporting the delivery mechanisms in place. In fact, the comments support a generalization that school systems want more of everything that Regional Offices are mandated to provide in the area of support services.

Views expressed suggest to the Task Force that certain problems and trends appear to exist in various degrees which impede the Regional Offices in their attempt to fulfill the service component of their mandate. These relate to questions of efficiency and effectiveness of the consultative and developmental services which are being delivered by both Offices. Information analyzed suggest inequities in the provision of these services. School systems in areas remote from the Grande Prairie and Edmonton Offices perceived that they had a greater need for consultative services, yet received the least attention on a continuous basis. There also appeared to be a need for more service for program development, workshop activities, materials development and information dissemination regarding curriculum. The regulatory function issue was not emphasized by the School Systems. All tended generally to say that the Regional Offices ought to "hammer" other School Systems that "skirt around" regulations, or are slow to comply. Some examples mentioned were; raiding of pupils, and failure to implement program accounting budgetting (PAB). Regional Office Subject Specialists perceived a serious problem existing in their Zones because of role conflicts. Their view was that the regulatory role cannot be performed effectively by the same agency that performs a service and development role.

RECOMMENDATION NO. 10

THAT THE FIELD SERVICES BRANCH OF THE DEPARTMENT OF EDUCATION REVIEW ITS POLICY RELATIVE TO REGIONAL OFFICE STAFFING WITH THE VIEW TO REDUCING THE RAPID TURNOVER OF CONSULTANTS.

RECOMMENDATION NO. 11

THAT THE DEPARTMENT OF EDUCATION GIVE SERIOUS CONSIDERATION TO RESTRUCTURING THE EXISTING ZONE II REGIONAL OFFICE OF EDUCATION TO PROVIDE FOR A CONSULTATIVE AND DEVELOPMENT FIELD COMPONENT OF THE EDMONTON REGIONAL OFFICE TO BE LOCATED IN THE ST.PAUL - BONNYVILLE - VERMILION AREA.

Discussion

School Systems in both Zones perceived that consultative effectiveness problems were due, in large part, to the Department's practice of frequently transferring Subject Specialists from Zone to Zone and/or

Zone to the Department Central Office. Although this practice is perceived by the Subject Specialists as part of their career pattern, there is no doubt that the lack of follow - up activities on the part of consultants, and the less than meaningful and effective consultant - teacher relationships which presently exist in both Regional Office zones, can be attributed in large part to turn - over in staff. The short tenure of most consultants in the Regional Office at Grande Prairie, specifically, caused client concern in that working relationships terminated soon after they were firmly established. In Zone II, consultants have had difficulty in establishing effective and continuous service, especially in the St.Paul - Bonnyville, and Athabasca - Lac La Biche areas. The School Systems from these areas articulated a need for a changed focus in service activities such that efforts of Subject Specialists would be directed toward follow - up contacts and implementation. Further, the need for easier access to Zone II Regional Office consultative expertise was generally felt, as was the need for a re - organization in delivery of these services through dividing the zone into smaller units to bring the consultants physically closer to the teacher. While Regional Office structure and location for Zone II could continue as they exist in performing the regulatory and evaluation roles, the Subject Specialists located in Sub - regional Offices would focus on providing consultative and developmental assistance to clients.

RECOMMENDATION NO. 12

THAT THE FIELD SERVICES BRANCH, DEPARTMENT OF EDUCATION, GIVE SERIOUS CONSIDERATION TO INCREASE SUBSTANTIALLY REGIONAL OFFICE INDIVIDUAL OPERATING BUDGETS AND AT THE SAME TIME ACCORD CONSIDERABLE DISCRETION TO THE COORDINATOR AND STAFF IN THE SPENDING OF THE FUNDS.

Discussion

A second operational concern relative to Regional Office effectiveness centres on the lack of budgetary autonomy at the zone level. This concern was expressed mainly by Consultants. However, there was substantial congruence of opinion among both the School System personnel and Consultants regarding the problem. The situation in perceived as being a major constraint to Regional Office activities and produces feelings of frustration on the part of Consultants. The inadequacy of funds to purchase demonstration materials and audio - visual equipment appears to be the major problem. Some Consultants apparently use their own money or rely on the generosity of publishing salesmen for classroom demonstrating materials. It was suggested that it was impossible to provide leadership without having the most up - to - date materials at hand. Budgetary discretion in day to day operation would allow for payment of honoraria and travel expenses to outside speakers to supplement the Consultants' input at teacher and/or parent conferences, as well as to permit greater selectivity in establishing resources banks, instead of relying on complimentary materials.

2.5 Teacher Retention

Conclusions

In any discussion of education involving people who are considered less advantaged, the greatest variety of factors come into play. The factors have an interlocking type of relationship rendering isolation of a single element difficult. Some would include language, community socio - economic status, attitude to education, degree of development of lifeskills and types of lifestyles. To some extent it will be necessary to deal with all of them ultimately if informed decisions about educational policies in the schools of Alberta North are to be made.

The Task Force, however, accepts the fact that a vital component in the provision of quality educational experiences is the teacher. One of the more serious problems facing school systems as well as all other service delivery agencies in the North, is the turnover in professional personnel. The 1974 study of the Alberta Teachers Association's Geographical and Occupational Mobility of Alberta teachers confirms the view of stakeholders in Alberta North that there is a pressing need to reduce teacher turnover. In response to a Task Force request the Alberta Teachers Association extracted information on teacher turnover in the project area. In Alberta North, the turnover in 1974 was 20.8 percent as compared to 14.3 percent in the South. The cities of Edmonton and Calgary had a turnover of 10.7 percent

In July 1975, the Alberta North Task Force recommended to the Minister that a study be commissioned to:

1. Examine the need for the development of an equitable

Isolation Allowance plan or some alternative plan of providing financial aid to teachers or to Alberta North Systems to facilitate recruitment and retention of teachers for rural communities.

2. Establish criteria which can be readily identified and applied to each community or a segment thereof so as to distinguish between and among communities the features which cause them to be isolated.

3. Provide a plan of compensation, if need is established, which recognizes in dollars the degrees of variance in isolation.

4. Examine the teacher housing component of the isolation bonus and sets of criteria which might serve as bases for financial assistance to Alberta North School Systems to provide employee housing of acceptable standards.

5. Make recommendations regarding:

   i) the identity and operating policies, capital and maintenance of other agencies in Alberta North providing staff housing or other forms of housing assistance to staff,

   ii) ownership and maintenance standards therein,

   iii) financial implications of recommendations if implemented in;

      (a) Alberta North only, and
      (b) Province wide,

   iv) implementation formulae and procedures.

   v) modifications necessary in criteria (if any) for applicability in Alberta South rural systems.

The Task Force recommendation was accepted. The study commissioned to E.G. Wahlstrom, Slave Lake, Alberta, was completed in May, 1976, and released by the Minister in July, 1976. A summary of the findings is attached as appendix A.

2.5.1. Salary and Housing.

RECOMMENDATION NO. 13

THAT THE FOLLOWING ORDER OF PRIORITIES IN THE IMPLEMENTATION OF THE WAHLSTROM REPORT RECOMMENDATIONS (pp. 110 - 117, APPENDIX A) BE CONSIDERED:

(a) RECOMMENDATIONS 1 TO 9, 11 TO 21, AND 26 TO 30, BE IMPLEMENTED TO TAKE EFFECT AS SOON AS POSSIBLE.

(b) RECOMMENDATION 10 BE REVIEWED WITH THE VIEW TO DEVELOPING A FLEXIBLE POINT ALLOTMENT POLICY WHICH WOULD ALLOW FOR SHORT TERM IMPLEMENTATION OF AREA ALLOWANCES IF THE "MARKET PLACE" IN ANY ONE YEAR CLEARLY INDICATES THAT SOME FORM OF DIFFERENTIAL SALARY IS REQUIRED TO ATTRACT AND RETAIN TEACHERS

(c) RECOMMENDATIONS 22 TO 25 BE PHASED IN BY FIRST DEVELOPING, FOR DEPARTMENT STUDY, A DESIGN FOR THE OPERATION OF THE AUTHORITY WHICH EXPLICITLY DETAILS OUT ADMINISTRATIVE AND IMPLEMENTATION STRUCTURES AND PROJECTED FIVE YEAR OPERATIONAL BUDGET.

Discussion

There are two commonly accepted assumptions made about teacher turnover and neither of them is quite true. The first is that higher salaries will reduce mobility. This is a considerable over - simplification. The other is that the provision of better accommodation will result in greater permanency. This is also an over - simplification. The issue is far more complex in that it relates to teachers' perceptions of their obligation to the community and the community's obligation to them. The practice of "coming out" from Northern communities after comparatively short residence, is a manifestation of a general attitude which detracts from community cohesiveness between teachers and residents. Quite likely, the feeling of impermanence contributes to a comparatively greater degree of dissatisfaction among teachers and a lack of commitment to the community. In addition, other factors militate against greater permanency, such as availability of social amenities, the extent of social deviance or depreciative behavior of students, severe climatic conditions, degree of participation in decision - making, and lack of opportunity for advancement. The Task Force, in deciding to recommend a review of the Department's isolation bonus determinants and teacher housing policies of Boards and Department, realized the importance of not exaggerating the positive effects that higher salaries and better housing will have on retention. However, the Task Force accepts the contention of Alberta North stakeholders that realistic isolation allowances and provision of more housing would help them in retaining quality teachers to ensure some degree of continuity of instructional service in remote areas.

2.5.2. Bursary Support for Northern Service.

RECOMMENDATION NO. 14.

THAT THE NORTHERN ALBERTA DEVELOPMENT COUNCIL BURSARY PROGRAM COMMITTEE TAKE THE NECESSARY STEPS TO STIMULATE A CONCERTED EFFORT BY LOCAL SCHOOL AUTHORITIES TO:

(a) BECOME ACTIVELY AND DIRECTLY INVOLVED IN THE IDENTIFICATION OF POTENTIAL UNIVERSITY - BOUND RESIDENT STUDENTS REQUIRING FINANCIAL ASSISTANCE TO ATTEND UNIVERSITY OR REGIONAL COLLEGE FOR FURTHER TRAINING,

(b) SUPPORT FINANCIALLY, ON A MATCHED DOLLAR BASIS, AN EXPANDED PROGRAM OF BURSARY AND LOAN ASSISTANCE TO STUDENTS COMMITTED TO RENDERING FUTURE PROFESSIONAL SERVICE TO NORTHERN COMMUNITIES.

Discussion

The Northern Alberta Development Council Bursary Program has two major objectives. First it is aimed at assisting Northerners and others to maximize their career opportunities through post-secondary education and second, as a long term objective, to develop a pool of graduates for employment in the North.

The Bursary Program is administered by a Committee comprised of four members of the Northern Alberta Development Council, one representative each from the Metis Association of Alberta, the Student's Finance Board and the Department of Advanced Education and Manpower. Determined by needs of the students, the Committee grants a single student up to $2,500.00 per year and a married student up to $4,000.00. For each year of full bursary support one year of service in Alberta North is required, and the recipient must have been a resident in Alberta for three years prior to application.

The program is planned to provide for assistance to about 50 students each year until after four years when it is expected to level off with provision for assistance to approximately 200 students at a cost of somewhat less than $2,000.00 per student per year.

During 1975, 117 students received bursary assistance. Of these, 38 were second year bursary recipients. 60 of the students from some 30 northern centres are studying for their Bachelor of Education degrees. Bursaries were awarded to seven veterinary medicine students, seven student nurses and three students of medicine. One bursary was awarded to help a Peace River girl continue her musical studies at the University of Alberta. The balance of the bursaries covered students in a variety of scholastic pursuits. It is expected that an additional 65 students will be granted first year bursaries for the 1976 - 77 University year.

Presently 18 students are entering their fourth year of Education. Teacher market entry projections for this program are as follows:

(a) 1977 - 18

(b) 1978 - 22 (including 7 grads from Morning Star [1] program at Blue Quill School).

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[1] Morning Star is a teacher education program for bilingual (Cree - English) students.

(c) 1979 - 14

A close examination of the program by the Task Force led to the following conclusions:

(a) Few, if any, school authorities are involved in promoting the "service to the North" feature of the program to their graduating students. As a matter of fact, fewer than 25 percent of the school authorities in the North knew the identity of bursary recipients from their own district, nor had they been advised by the Student's Finance Board of the names of the potential education graduates committed to Northern service.

(b) The program, in its present form will not result in any visible positive impact being made on the supply of professional people (preferably indigenous) working in the North. An estimated 350 - 450 people are needed yearly to fill positions resulting from turnover in social delivery systems personnel.

(c) The program is perceived by the Task Force as a solo, token effort by the Northern Alberta Development Council to help northern students maximize their career opportunities. The idea behind it is sourd; however, operationally, it requires much more financial support, both by the Provincial Government and local agencies working in concert to effect a visible improvement in the situation.

(d) The program, in its present form, does not encourage the various agencies such as Hospital Boards, Town Councils and School Boards, to "put up part of the stake" to purchase future service for their particular Community be it dentist, doctor, veterinarian or teacher.

It would appear that an adequate rationale exists for the development of a broad support base for the program through active involvement of potential employers in matched dollar bursary funding schemes and in selection activities.

III FUNDING

The Task Force addressed the most basic policy issue at stake in the question of how available dollars should be distributed to achieve a measure of equity; under what conditions, for what purpose and to what extent should high cost operations be anticipated and supported in the provision of educational service in the study area ?

The answer to these questions can be found in policy adopted by the Government of the Province in early 1975[1]. The Task Force interprets this policy as saying that the Provincial Government will make all reasonable efforts to achieve equity in the delivery of public services in Alberta North:

1. by the provision of "reasonable" accelerated program implementation to compensate for past failure to deliver;
2. by delivering or cause to have delivered the service as close as is "reasonably possible" to the client;
3. by compensating for the lack of such direct delivery by providing "reasonable" means for the client to move to the service;
4. by differential support to compensate for differential circumstances and needs.

As alluded to in section II of this report, there is a degree of differential funding in effect now. The figures show that the per pupil grant support from general revenue of the Province for Alberta North on the average was 43 percent higher than it was in other areas of the Province. Short term grants to accomplish the stimulation function, special funding provisions, such as the School Requisition Equalization grants, can all be viewed as a series of reasonable efforts to achieve equity in delivery of educational services. The Task Force study and others presently underway, represent just another step in the continuing attempt by Government to identify more clearly the initiatives necessary to approximate the goal of equality of opportunity.

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[1] Goals for Northern Development together with the Subsidiary Agreement provide a framework around which to organize opportnity activities, and a source of matching funds for implementation of programs over long term.

3.1 COMPENSATORY FUNDING

Conclusions

Compensatory Education was defined by the Department of Education in 1972, as "any program administered by a school authority designed to compensate for social, economic and cultural deprivation in order that the pupils concerned may receive maximum benefit from the regular program opportunities of the school [2]". In 1973, a three year experimental compensatory education program was launched which called for ...... "attempting to equalize districts with respect to their financial capability to mount the extended educational programming effort necessary for Compensatory Education ...[3]". Funds were distributed on an approved proposal basis to support projects in a limited number of school systems where the needs for compensatory education were judged most urgent. The services provided to students from grades one to twelve were above and beyond those normally available to all other students in the system. The per pupil grant of $200.00 was deemed to be of a size to give reasonable promise of meeting the priority needs of environmentally disadvantaged children. The overall objective of the compensatory component as stated in the Policy Manual [4] is as follows: "to provide extra assistance at the classroom level that culturally, socially, or environmentally disadvantaged students may need to aim at being on an equal footing with other students".

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[2] Minister's Advisory Committee on School Finance -- 1972 Report.

[3] Policy Manual — E.O.F. (Compensatory) page 8.

In the program period ending June 30, 1976, ninety - nine percent of the funds allocated by the Government for non - urban compensatory education were directed to school jurisdictions in the study area. Further, data compiled in table III show that in excess of sixty percent of these funds were allocated to four of the some forty eligible [5] school districts north of highway 16.

During the period that the Task Force was undertaking the assessment of educational needs in the study area, an independent, external evaluation of this program was commissioned by the Minister of Education, to Alberta Evaluation Research Associates Ltd., of Calgary. The study was completed in June, 1976 and released in November, 1976. It contained fifty - one recommendations.

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[4] Policy Manual -- op. cit., page 3.

[5] Eligible Districts = Those with an equalized assessment per pupil of $4,000.00 or less.

TABLE III

APPROVED PROJECTS --- E.O.F. (Compensatory)

Name of System	Total Approved	Period
*Calgary-P.S.D.#19 and R.C.S.D.#1	$ 422,550	3 years
*Edmonton-P.S.D.#7 and R.C.S.D.#7	526,662	3 years
High Prairie School Division #48	601,724	3 years
Northland School Division #61	424,850	2 years
Fort Vermilion School Division #52	246,290	3 years
County of Athabasca #12	190,689	3 years
South East Peace Authority	187,679	2 years
County of St.Paul #19	177,375	3 years
Lac La Biche School Division #51	152,603	3 years
St.Paul School District #1	126,968	3 years
Fort McMurray R.C.School District #32	98,500	3 years
North Peace School Authority	58,417	3 years
Bonnyville School District #2665	53,853	3 years
**Rocky Mountain House Division #15	17,600	2 years
Grande Cache School District #5258	16,725	2 years
Grovedale School District #4910	13,844	2 years
County of Lac Ste.Anne #28	10,750	1 year
**Rosary R.C.S.S.D #37	7,120	2 years
**Taber School Division #6	6,098	2 years
	$ 3,340,297.	

* Combined Public - Separate urban districts.

** Systems outside of study area.

RECOMMENDATION NO. 15

THAT THE DEPARTMENT OF EDUCATION TAKE THE NECESSARY STEPS TO IMPLEMENT THE RECOMMENDATIONS CONTAINED IN THE EVALUATION REPORT OF THE EDUCATIONAL OPPORTUNITIES FUND, (COMPENSATORY COMPONENT), GIVING DUE CONSIDERATION TO TASK FORCE RECOMMENDATIONS 16, 17, AND 18.

Discussion

All of the evidence provided by the Alberta Evaluation Research Ltd. Study [6] would indicate that the initial three year compensatory education effort in the Province of Alberta has been a success. The data which the firm collected and analysed were extensive, and all indications are that positive results were produced in participating schools. Data presented in an evaluation report [7] of the compensatory program carried out by the High Prairie School Division, based on cognitive and attitude measures, reveal that E.O.F. (Compensatory):

1. Improved the performance of target children in the basic skills areas of reading, language and mathematics,
2. Provided no appreciable improvement in student attitudes.
3. Appeared to have strong support from the various groups surveyed:(a) students have reported developing interests in reading

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[6] Evaluation Report of the E.O.F. (Compensatory Component); Alberta Evaluation Research Associates Ltd., Calgary. June 20, 1976. See Appendix E for summary.

[7] A summative Evaluation Report of the High Prairie School Division No. 48. Compensatory Education Program. May - September, 1976. Alberta Evaluation Research Associates Ltd.

> which were non - existent prior to the program. (b) Parents report that their children were happier, that they had improved attitudes toward school, that they took a greater interest in matters relating to school work and that generally school performance had improved. Parents would like to see the program continued. (c) Teachers were pleased with the opportunity to use new materials which provided more stimulating learning experiences for their students and were pleased that their efforts were being rewarded with improved student performance.

The Task Force summation of discussions held during the course of the study, and analyses of funding proposals received, reflect the general tenor of opinions of participating stakeholders about E.O.F. (Compensatory) which were collected and reported in detail by the Alberta Evaluation Research Study. A summary of statements made by participating jurisdictions was extracted from this study and is listed in rank order in Appendix E from highest to lowest according to the degree of support given to each question.

The jurisdictions in Alberta North that were unsuccessful in gaining approval for project proposals, including such systems as the Bonnyville School Division, Spirit River School Division, Fairview School Division, Peace River School Division, East Smoky School Division and the County of Lac Ste Anne, and numerous smaller districts, all expressed the view to the Task Force that a more equitable distribution of compensatory funds was called for in the future. All felt strongly that pressing needs for compensatory education existed in their systems, but were denied funds on the basis of the eligibility criteria, yet had been accepted by the same Department as disadvantaged for purposes of Early Childhood Services funding. In summary, the message which Superintendents passed on to the Task Force was one of frustration with the "red tape", and bitterness over the wasted hours spent in preparing futile proposals in attempts to access money for their boards. The Alberta Evaluation Research Study received similar kinds of responses from non - participating jurisdictions.

RECOMMENDATION NO. 16

THAT THE DEPARTMENT GIVE CONSIDERATION TO DELETING FROM THE COMPENSATORY EDUCATION POLICY MANUAL ANY REFERENCE TO LANGUAGE OF THE HOME, IF OTHER THAN ENGLISH OR FRENCH, AS BEING AN IDENTIFIABLE VARIABLE TO USE IN MEASURING CULTURAL FACTORS OF DISADVANTAGEMENT.

Discussion

The Alberta North region is the most ethnically disparate area in the entire Province. Ukrainian, French, Cree and German are spoken in the homes perhaps more so than anywhere else in the Province with the exception of the "ethnic pockets" in Calgary and Edmonton. For example, in Census Division 12, 15.4 percent speak Cree, 17.5 percent speak Ukrainian and 18.5 percent speak French. One example used on page 49 of the Evaluation Report of the EOF (Compensatory Component) to illustrate disadvantagement is as follows:

> Factor: Cultural.
>
> Variable: Language of the home.
>
> Operational Definition: At least thirty percent of the children residing in the school attendance area come from families where the language of the home is other than English.

The term culturally disadvantaged or cultural disadvantagement is an undesirable "label" which should be avoided. One would be hard pressed to defend the operational definition used in the above example. The connotation is that where the language of the home is other than English an "inferior" cultural environment is present in that home.

Likely the children who come from families where the language of the home is other than English can speak another language, as well as English, thus are culturally advantaged, not disadvantaged.

RECOMMENDATION NO. 17

THAT THE DEPARTMENT OF EDUCATION DESIGNATE, USING THE WAHLSTROM STUDY GEOGRAPHIC AREAS [8] AS A PRIMARY REFERENCE, THE TARGET AREA(S) WHICH EXHIBIT THE GREATEST DEGREE OF GENERAL DEPRIVATION, AS ELIGIBLE FOR COMPENSATORY PROJECT FUNDING FOR A FIVE YEAR PERIOD.

RECOMMENDATION NO. 18

THAT SCHOOL JURISDICTIONS LOCATED IN THE DESIGNATED AREAS BE ALLOWED TO SELECT TARGET PUPILS, ON A SYSTEM WIDE BASIS, USING EDUCATIONAL CRITERIA EXCLUSIVELY.

Discussion

The major funding thrust in the recently completed three year - experimental compensatory program was directed at jurisdictions North of highway 16. In considering and analyzing the context in which all school jurisdictions exist in this region, the Task Force concluded that the set of conditions associated generally with deprivation is readily identified as rigorous in Geographic Area No. 2, [9] to slightly less rigorous in Geographic Area No. 3. Systems located in these

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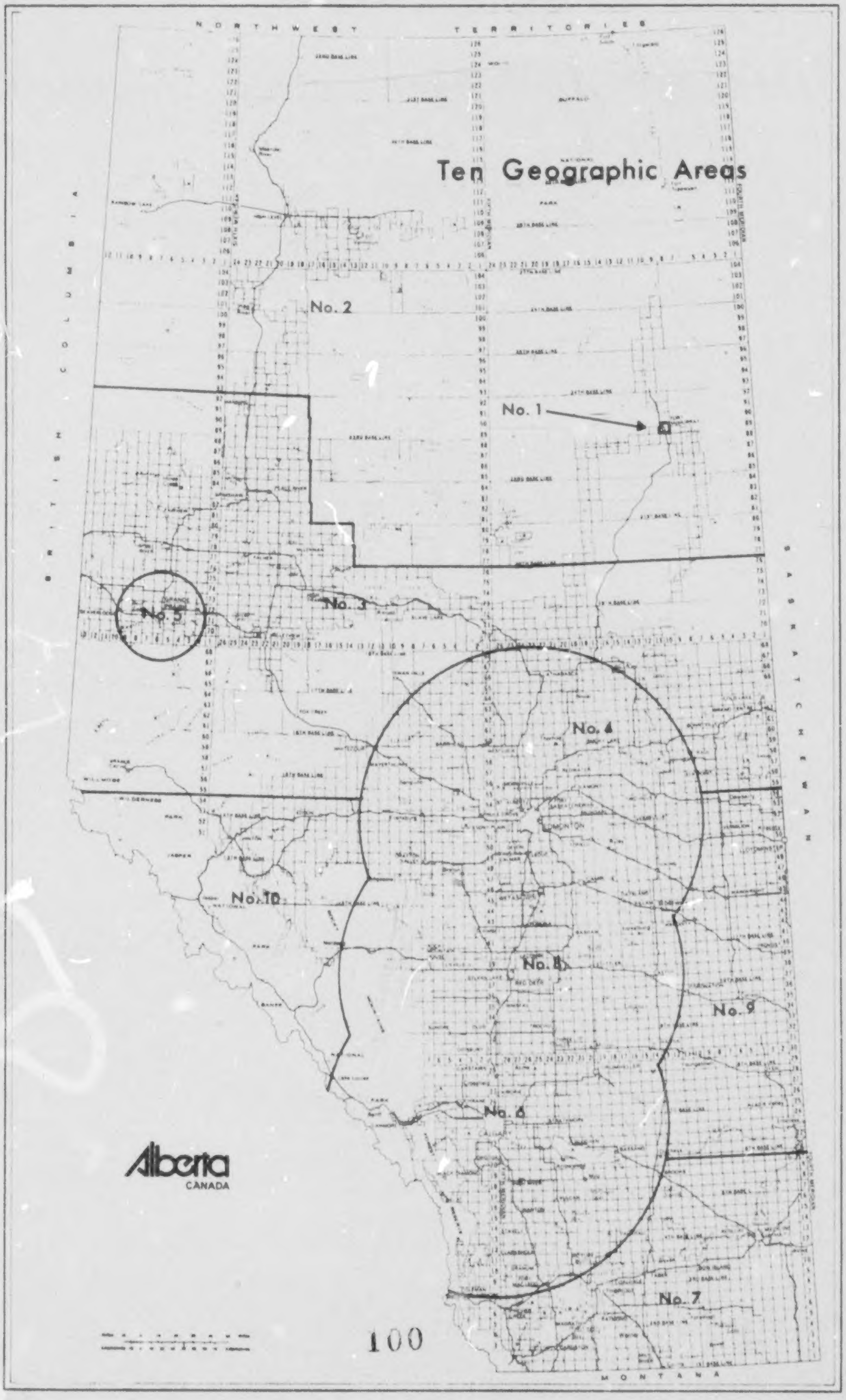
[8] Province of Alberta was divided into ten Geographic Areas by Wahlstrom - Figure V.

[9] Wahlstrom, E.G. Isolation Bonuses and Teacher Housing Study. May 1976.

FIGURE V


Ten Geographic Areas
NORTHWEST TERRITORIES
BRITISH COLUMBIA
SASKATCHEWAN
MONTANA
No. 1
No. 2
No. 3
No. 4
No. 5
No. 6
No. 7
No. 8
No. 9
No. 10
EDMONTON
Alberta
CANADA

two geographic areas were considered by Wahlstrom [10] to be seriously handicapped by identifiable socio-economic situation factors which set the two areas apart from the others. It would seem that an adequate rationale exists for targeting both areas 2 and 3 as eligible for compensatory project funding to a specified per pupil level.

3.2 Cost Benefits

RECOMMENDATION NO. 19

THAT THE DEPARTMENT OF EDUCATION UNDERTAKE A COST BENEFIT ANALYSIS OF HIGH SUBSIDIARY EXPENDITURE PROGRAMS IN SELECTED SCHOOL JURISDICTIONS IN ALBERTA NORTH.

Discussion

The Task Force made no attempt to judge the desirability or the necessity for some school jurisdictions getting involved in funding certain initiatives which resulted in their per pupil costs being as much as 200 percent higher than in other jurisdictions. As indicated in Table II, section I, of this report, one jurisdiction spent $954.45 per pupil for "direct costs" while another within the same general geographic area spent $1,842.95 per pupil. "Subsidiary costs" also varied from a low of $98.53 to a high of $450.60 per pupil. For purposes of this study, the fact that school boards elected through choice or necessity to embark on these programs was taken as evidence of a need for their existence.

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[10] Wahlstrom, E.G., Isolation Bonuses and Teacher Housing Study. May 1976.

However, a cursory examination by the Task Force of instructional programs offered in the jurisdictions referred to above, led to, albeit, an "arm chair" conclusion, that there was very little visible difference between the two systems in the quality and/or quantity of service delivered to the pupils in the classroom. A stance which assumes that the continuation of these programs is necessary and desirable can be questioned. Two areas of expenditure might be reviewed. Firstly, the financial involvement by school boards in physical infrastructure developments, normally the responsibility of other agencies, and secondly, the costs of Community services, especially as they relate to joint use agreements and adult "education for leisure" programs.

3.3 Differential Factors

RECOMMENDATION NO. 20

THAT THE DEPARTMENT OF EDUCATION UNDERTAKE THE COMPILATION OF THE INFORMATION NECESSARY TO ALLOW FOR AN INTENSIVE ANALYSIS OF THE VARIABLES OF REMOTENESS, SPARSITY AND ISOLATION WITH THE VIEW TO ESTABLISHING MEANS OF QUANTIFYING THEM FOR TRANSLATION INTO A GRANT SUPPORT PROGRAM.

Discussion

The central problem in differential funding, is enunciated in the 1975 MACSF report [11].

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[11] The Minister's Advisory Committee of School Finance. 1975 report, page 26.

> The major goal of any system of education finance is to distribute the available monies in an "equitable" manner. A first approximation to equity is strictly of a financial nature, i.e., each "unit of need" receives equal dollars. In this case, "unit of need" is usually defined as pupils being educated by a jurisdiction. By providing equal dollars per pupil, if other things are equal, equivalent programs can be offered. However, if other things are not equal, a second approximation to equity becomes necessary. Costs of providing an educational program vary from jurisdiction to jurisdiction due to any number of factors, some of which are subject to control by the jurisdiction and some of which are not.

For example, the Lomas study [12] reported that operation and maintenance costs in 1975 for school jurisdictions in Zone I [13] on the average were 60 percent higher than those in other areas of the Province. Yet a major finding of the study was that funding differential cannot be based simply on differences in the price of the service since these costs are simply a proxy for a combination of many interlocking variables some likely the necessary corollary of others. For example, a jurisdiction might have conscientiously worked to centralize facilities, in the process reducing the number of small schools - thus losing out on the small school grant, and at the same time increasing other subsidiary costs through the resulting dispersion of school buildings. Thus in order to ascertain the degree of cost differentials it is necessary to determine the bases for the factors and to quantify them to allow for comparisons.

The Ratsoy - Bumbarger study [14] selected five variables, namely:

[12] Differential Cost Factor Study; Lomas, C.A., Department of Education, October 1975.

[13] That area under the jurisdiction of the Grande Prairie Regional Office of Education.

[14] Small School and Small School System Study; Ratsoy, F. and Bumbarger, C., 1975.

size of jurisdiction, sparsity, remoteness, isolation, existence of small schools and their distance from larger schools, with the view to operationalizing them in the Alberta context by establishing means for quantifying them to allow comparisons among jurisdictions. The study was not able to translate the three variables of sparsity, remoteness, and isolation into a grant funding program. However, it recommended that attention be given to a data gathering process with the view to doing an adequate test of their impact on a funding formula.

The Task Force reviewed the differential funding proposals submitted from many stakeholders from all parts of the project area. The recurrent theme in each submission was that factors of size, level of operation and isolation were of major concern in their system's operation. Variables described which could represent these factors in a funding plan were essentially the same as those identified by the above mentioned study. The inconsistencies apparent in stakeholder perceptions of the variables which affect their costs point to the need to clarify definitions, and refine the factors to allow for ease of measurement and simplicity of application.

3.4 Program Quality

RECOMMENDATION NO. 21

THAT THE DEPARTMENT OF EDUCATION INTENSIFY ITS EFFORTS TO DEVELOP THE NECESSARY MECHANISMS TO ASSESS THE EFFECTIVENESS OF CERTAIN EDUCATIONAL PROGRAMS, AND ON THE BASIS OF THIS ASSESSMENT, A STRENGTHENING, IF PRACTICABLE, OF THE WEAKER PROGRAMS OR PORTIONS OF PROGRAMS SHOULD BE EFFECTED THROUGH STIMULATION AND DEVELOPMENT FUNDING.

Discussion

When efforts to equalize educational opportunities are undertaken the first assumption made is that differences in amount spent are evidence of difference in quality/quantity of programs. Therefore it naturally follows that in order to equalize program opportunities there is a call for equalizing expenditures. Common sense suggests that this approach would not necessarily result in equality of program. For example, one would expect the per pupil cost of two identical programs to differ if class sizes differ, or if the instruction of the "equal" program is handled by a teacher with six years of training in one case, and by a teacher with four years of training in the other case.

Ideally, in the effort to equalize educational opportunity the first step should be a quality assessment of educational programs. On the basis of this assessment a strengthening of the weaker programs or portions of programs should be effected through stimulation and development funding.

IV GOVERNANCE

It was clear to the Task Force that there exists a great variety of regional bodies in the study area, all involved in delivery of some kind of service. Raising questions of accountability for failures to deliver, in any one community, was something like picking one's way through a minefield. It was necessary to manoeuver around all the "bombs" that are in place as a result of past jurisdictional disputes, communication problems and "power structure" personality conflicts.

Several studies [1], other than the Task Force findings, point to the need to examine jurisdictional structure and processes in Alberta North with the view to reducing some of the unnecessary conflict between agencies. There are also wide variations in arrangements for funding, appointing and guiding local and regional special purpose boards. Funding may be internal, from the municipalities, from the school boards, from the Province, or a combination of these. The boards may be responsible in some way to the local elected bodies or responsible to some agency of the Provincial Government, or both responsible to local elected bodies and some Government agency. Board members may be appointed by a local government, by the Province or by both, or may even be directly elected. Each board appears to be set up independently as need is seen to exist, and each board has different funding sources, composition, and authorities to whom it is responsible and in the case of regional boards, different boundaries.

1. Literature Review, Section III

An added dimension to the governance issue, as it applies to educational delivery, which is discussed in more detail later in this section, relates to client involvement.

In addressing these issues, the Government of the Province of Alberta [2], recently adopted a set of long term goals to serve as a framework to guide development work in the areas of Governance and Delivery in Northern Alberta in the years ahead. In summary, and not necessarily in order of priority, the goal statements are as follows:

1. To explore continuously ways of improving the design, implementation, efficiency and co-ordination of all programs so that they are relevant to Northern Alberta and so that the people of the North enjoy a level of service approaching that of the more densely populated South .

2. To rationalize the area boundaries used by various Government departments and agencies which employ field personnel in the North, and to explore methods of combining functions of field personnel so that a better distribution is achieved in Northern Alberta.

3. To establish a system of local government, coupled with a system of per capita grants and special leadership training programs to enable communities who desire local government, but that have inadequate tax bases, to have more control over the affairs of their communities and to provide services to their people.

4. To review, and if necessary revise, the system of governing bodies for Northern schools, with the aim of reinforcing local autonomy and local decision-making, of ensuring that the service areas of schools are appropriate to the social characteristics of the various geographical areas, and of ensuring that geographical and cultural minorities can have an effective voice in the school system for their children.

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[2] Goals For Northern Development Document, October 1975, Northern Development Branch, Government of Alberta.

4.1 Jurisdictional Boundaries

Conclusions.

The Task Force examined a broad range of suggestions made by Alberta North stakeholders aimed at improving the design, implementation, efficiency and effectiveness of educational programs so that the people of Alberta North may enjoy a level of service approaching that of the more densely populated areas in the South. A number of these suggestions focused on definable jurisdictional problems associated with non - coterminus boundaries, and delivery problems associated with size and demography of the area governed. Information gathered in this study and personal experiences are involved in the Task Force conclusion that an educational need in Alberta North is clearly the need to review, and if necessary revise, school jurisdictional areas. Changes are no doubt needed to ensure that the service areas of schools are appropriate to present day social characteristics of the various geographical areas, as well as to ensure that geographical and cultural minorities may have an effective voice in the school system for their children.

RECOMMENDATION NO. 22

THAT THE GOVERNMENT OF ALBERTA ESTABLISH AN ALBERTA NORTH SCHOOL BOUNDARIES COMMISSION TO REVIEW,AND IF NECESSARY RECOMMEND CHANGES IN SCHOOL SYSTEM SERVICE AREAS.

Discussion

Substantial population shifts have occurred, and individual lifestyles have changed since the last major boundary changes were implemented in Alberta North 20 years ago. Some school systems are too small, and a few are much too large and scattered. The calibre of education they offer is adversely affected by their size and demographic characteristics. A number of smaller Divisions and Counties with pupil populations under 2,000, are separated by rivers e.g., Smoky, Peace and Athabasca rivers, once considered geographic barriers to effective communication because access was by ferry. However, rivers are no longer necessarily relevant or rational separation lines between some of these jurisdictions.

The Northland Division, although having a special interest in, and responsibility for schools comprising wholly of Native children is only one of a number of school systems delivering services to Native communities. A significant number of the communities served by the Northland Office at Peace River could logically be serviced from jurisdictional headquarters within easy driving distance. These neighbouring school systems have demonstrated their capability to deliver educational services to both the more developed and the less advantaged communities within their present boundaries.

Distance is not the only consideration. Many of the communities are in daily contact with nearby centres receiving all other services from agencies, (both public and private) located there. A few striking examples are Calling Lake and Athabasca; Elizabeth, Fishing Lake Colonies and St.Paul; Grouard, Gift Lake, Big Prairie and High Prairie; Wabasca and Slave Lake; Paddle Prairie, Keg River and High Level.

The Task Force seriously questions the rationale[1] used by the Northland Study for recommending that certain other schools, easily reached by paved or gravel road from growth centres in the area, should continue to be administered by the one Division at this time. Placing some of the schools under the jurisdiction of nearby school systems would likely facilitate more immediate and more economical attention to the school's needs, and at the same time would reduce the Northland School Division's operation to manageable size. The Task Force is cognizant of the "school board" representation problem. However, since the communities concerned have in recent years become "part of the social fabric" of the larger neighboring centres, e.g., representation on Recreation boards, Preventative Social Service boards, Library boards, Economic Development committees, etc., the Task Force submits that the Educational delivery agency could easily "plug itself" into this existing communication network to get local input in decision - making.

RECOMMENDATION NO. 23

THAT THE GOVERNMENT OF ALBERTA SEEK TO DEVELOP COMMON BOUNDARIES AMONG AGENCIES CONCERNED WITH MUNICIPAL SERVICES, HEALTH UNITS, HOSPITALS, CENSUS TRACTS, EDUCATION AND AGRICULTURAL SERVICES.

Discussion

The primary purpose of any public agencies involved in delivering services is to enhance and develop the society which supports it. As agents of the people, governing bodies must strive, through regular and systematic monitoring of its effectiveness, to achieve a continually improving operation. The Task Force findings point to the need to develop gradually common boundaries among agencies in Alberta North to meet changing circumstances and reduce unnecessary conflict and confusion.

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[1] Northland Study Group Report, July 1975, page 140, chapter19. Rationale: "Department of Education is aware of Division's special needs and funds it accordingly and children are provided free books and supplies on a more generous basis than applies in most Divisions and Counties".

4.2 Leadership Skills Development

RECOMMENDATION NO. 24

THAT THE DEPARTMENT OF EDUCATION DEVELOP CRITERIA OR SETS OF CRITERIA WHICH MIGHT SERVE AS BASES FOR FINANCIAL ALLOCATIONS ABOVE AND OVER REGULAR S.F.P. GRANTS TO STIMULATE SELECTED SCHOOL SYSTEMS TO IMPLEMENT THE E.C.S. MODEL IN PRIMARY GRADES.

RECOMMENDATION NO. 25

THAT THE DEPARTMENT OF EDUCATION DEVELOP A PROPOSAL FOR JOINT FUNDING UNDER THE PROVISIONS OF SECTOR 1.2.2., "COMMUNITY PARTICIPATION AND LEADERSHIP DEVELOPMENT" OF THE CANADA - ALBERTA SUBSIDIARY AGREEMENT ON ALBERTA NORTH, TO FINANCE THE IMPLEMENTATION OF RECOMMENDATION NO. 24.

Discussion

In some Alberta North communities, because of economic, cultural and social factors, the existing delivery system has often been unable to deliver social programs effectively. The factors impeding effectiveness include: lack of a pool of trained leaders, lack of local organizational structures, and limited means of expressing needs and desires to the agency responsible for service delivery.

The Early Childhood Services delivery model which focuses on the development of leadership skills of parents, among other things, presents a good mechanism for the implementation of a scheme aimed at local leadership development. Dr. I. Hastings[1], Director, Early Childhood Services, describes the functioning of local Communities as follows:

> Local communities, with the assistance of consultative services from local departments of government and local professional groups, become involved in establishing their own programs, recommending the language of instruction, securing adequate sponsorship and applying, through their school boards or through an incorporated group, for the approval of the program and grants which assist in operating the program locally. The needs of children, the characteristics of the community, and the particular attitudes and wishes of the staff and parents necessitate a variety of programs, advisory structures or committees, and ways in which people in different communities can work together.

4.3 Local School Committee Development

RECOMMENDATION NO. 26

THAT THE DEPARTMENT OF EDUCATION REQUEST THE ATTORNEY GENERAL'S DEPARTMENT TO RE-EXAMINE ITS INTERPRETATION OF SECTION 65 (5) OF THE SCHOOL ACT WHICH ALLOWS A BOARD TO DELEGATE ANY OF ITS POWERS TO THE SUPERINTENDENT OR A COMMITTEE APPOINTED BY IT.

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[1] Hastings, I. In an article written about Early Childhood Services, in the Behavioral Research and Service newsletter, May 1975. Published by Applied Psychology Unit, Department of Psychology, University of Alberta.

RECOMMENDATION NO. 27

THAT THE DEPARTMENT OF EDUCATION DESIGN A LOCAL SCHOOL COMMITTEE DEVELOPMENT PROJECT AND STIMULATE ITS APPLICATION, ON AN EXPERIMENTAL BASIS, AND ON A SMALL SCALE, BY SCHOOL AUTHORITIES DELIVERING SERVICE IN COMMUNITIES REMOTE FROM THEIR CENTRAL OFFICES.

RECOMMENDATION NO. 28

THAT THE DEPARTMENT OF EDUCATION EXPLORE THE POSSIBILITY OF ACCESSING MATCHING FUNDS UNDER THE PROVISIONS OF THE CANADA - ALBERTA SUBSIDIARY AGREEMENT ON ALBERTA NORTH, PROGRAM 1.2.2., FOR THE IMPLEMENTATION OF RECOMMENDATION NO. 27.

Discussion

Generally most school authorities believe that getting people involved at the local level with the aim of developing awareness and growth in governance capabilities, is an important and necessary function of school boards. However, despite repeated efforts by school authorities, both elected and appointed, to get parents involved and interested in what goes on in the local school, there in much evidence that they have not been too successful.

The Task Force concluded that leadership development of community members to allow for active participation by these members in affairs of government must receive high priority. Specifically, the educational delivery model which focuses on the development of leadership skills of parents to function effectively as local School Committees represents, in the view of the Task Force, the best mechanism to develop awareness, and foster active involvement in the governing processes.

The central problem is clearly stated by the Worth Commission on Educational Planning[1].

> The majority of Alberta schools function in relative isolation from the communities which they serve. Indeed, in some places, serious rifts appear from time to time triggered off by disputes over student achievement, discipline or salary demands. In other schools, meet - the - teacher nights, sporadic newsletters and report cards provide the token parental involvement. In still other schools, adult and community groups are seldom to be found.

The Northland Study Group[2] viewed the need for local involvement as somewhat urgent for two reasons:

> (a) the development of a local representative structure design to provide for more liaison between the board and the communities served would act as a training ground for the selection and identification of leaders and future trustees of the division, and,
>
> (b) one of the alleged faults or weaknesses of a relatively large division's operation is an apparent lack of communication. The isolation and/or remoteness of the community and staffs in relation to head office leads to suspicion often quite unjustified. What are they doing ? What goes on ?

The Task Force noted that school jurisdictions had taken occasional steps in the direction of forming local school committees. In a number of jurisdictions this activity had been pursued vigorously for a number of years. However, it was found that the majority of local school committees and/or advisory boards, have literally " died on the vine ", and in only several communities was there any sign of such committees.

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[1] Commission of Educational Planning, 1972, page 126

[2] Northland Study Group Report, 1975, page 23.

The present School Act, although not giving specific authority for community involvement, does provide for the following general authorization: "A Board may delegate any of its powers to the Superintendent of Schools or a Committee appointed by it".

How can such committees be made viable ? The Northland Study Group [3] suggests that some degree of success could be attained in activating local school committees if the following conditions were met:

(a) The Committee has some function which is meaningful in a specific sort of way.

(b) The Committee has occasional and significant contact with representatives of the Division who seek their advice and who bring them significant information of local or general nature.

(c) The Committee has some financial involvement and discretion.

As described in Appendix C of this report, local school committees in Manitoba and Saskatchewan appear to function very well. The structures used apparently are not much different from what have been tried in the Province of Alberta. However, there are two essential differences in the implementation process. Firstly, in both Provinces, school boards employ a Committee " expediter " whose major function is to keep in contact with local School Committees, encouraging them, meeting with them and providing them with information. Secondly, the respective School Acts allow School Boards to delegate authority to non school board committees.

The major portion of the activities proposed for school committees (Appendix C) are now handled by central office administrators, principals and teachers who rarely find time to consult with those affected. It should be possible for school boards to delegate specific responsibilities to school committees in such a way as to avoid conflict between the two bodies, and thus free themselves from a number of specific policy concerns, as well as to render administrative procedures less onerous, and more efficient. Although there may be a concern that too few parents will be interested in participating in school governance, school committees present both a challenge and an opportunity to those within communities who are concerned about their inability to become more involved in school affairs. In addition, the school committees can interject a strong conciliatory force into the present movement for local control now apparent in isolated communities.

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[3] Op. cit: page 25.

The Task Force requested an opinion from the Field Service Branch, Department of Education, with respect to the legality, under section 65 (5) of the School Act, of School Boards using local school committees as "Committees of the Board". The reply was as follows: [4]

> The use of the "Committee Concept" that you refer to would attempt to utilize Section 65 (5) of the School Act. Our advice is ..... that this is limited to committees of the board itself and this opinion would seem to rule out the concept that you propose ---- As a result, it would appear that the best that could be done would be the establishment of local advisory committees.

The Task Force, on the basis of an analysis of the proposals made by stakeholders on this issue, concluded that school boards want to:

(a) recognize local capability and reinforce local involvement, and

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[4] Letter from M.R. Fenske, Associate Director, Field Services, Alberta Education, January 19, 1976.

(b) emphasize local responsibility for determining priorities.

It is well known that being constantly on the receiving end of services without having any responsibility in planning and implementing is demeaning to the point of frustration and hostility. This colonial pattern communicates distrust of local capability and deprives people of opportunity either to accept responsibility or to develop skills for resolving local issues. In addition, it deprives Boards of the advantage of building the coordination and feedback that a responsible local body can provide.

4.4 Superintendency

Conclusions

During the study period, it was apparent to the Task Force that Superintendents perceived that an urgent need existed for a better legal definition of the role and responsibilities of Superintendents; for better contracts and understanding of conditions of employment and for increased opportunities for professional development. The problem with legal definition arises because, although local school systems hire their own candidates, they are free to specify roles and responsibilities of the Superintendents. The result is that the job varies tremendously from system to system causing many uncertainties in the minds of the Superintendents as to their roles and positions in their own school system. Tenure and career pattern concerns were perceived by the Superintendents in Alberta North as adversely affecting their role as "educational leaders". There is little doubt as to the impact that less than effective leadership on the part of the Superintendents has on the school jurisdictions' delivery systems.

Disharmony, turmoil and conflict in a system are not conducive to a good standard of teacher morale necessary for effective classroom instruction. The Downey Study[1] surveyed the 93 Superintendents in Alberta and compared their lot with those in other Provinces, examined legal documents and legislation, and tabulated results from interviews throughout the Province. The 21 recommendations in the report are directed at correcting the many uncertainties, ambiguities, misconceptions and conflicts which attend the Superintendent's role and position in the local school system.

RECOMMENDATION NO. 29

THAT THE CONFERENCE OF ALBERTA SCHOOL SUPERINTENDENTS (C.A.S.S.), USING THE DOWNEY REPORT AS A PRIMARY REFERENCE, DEVELOP PROPOSALS FOR STAKEHOLDER CONSIDERATION TO ENHANCE THE ROLE OF THE SUPERINTENDENT AS AN EDUCATIONAL LEADER OF SCHOOL SYSTEMS.

Discussion

The recommendations contained in the Downey report are directed at a number of stakeholder groups which include the Department of Education, School Boards, Universities, Teacher Groups and Superintendents individually and collectively. The role of C.A.S.S.

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[1] The reader is refered to Appendix E for a summary of The School Superintendency Study, 1976, by L.W. Downey Research Associated Ltd.

would be firstly to ensure that stakeholder groups are well informed as to the purpose and nature of the changes suggested, and secondly, to develop strategy with the view to enlisting broad support of need for change from all stakeholder groups. From the Task Force point of view the recommendations (suggestions) addressing the need for self - improvement and long term professional development of Superintendents should receive priority consideration. These kinds of initiatives should naturally preceed those which pursue through legislation or by some other means, the appointment of Superintendents as Chief Executive Officers. It would appear that School Boards generally will exercise the power vested in them by the School Act and designate their Superintendents as their Chief Officer if their candidates are perceived as equal to the role.

V NATIVE EDUCATION

Conclusions

The Task Force examined a broad range of current curricular initiatives which were aimed at enhancing existing programs to alleviate recognized problems in educational delivery. A number of these problems are associated with meeting educational needs of minority ethnic Canadian groups, namely, Ukrainian, Hutterite, Mennonite, Native and French.

Although needs and/or expectations of minority groups other than Native are deemed important by the Task Force, and every effort should be made to meet some of their expectations, the evidence [1] suggests that there is an urgent need to provide the Native group with reasonable "catch up services" to compensate for earlier failures to deliver. This in no way suggests that efforts have not been made locally by school systems and classroom teachers to improve the quality of education for the Native child. For example, many systems have attempted to develop units in Indian history and culture. A selected bibliography for Native studies program and its companion publications, The Native Curriculum Survey Final Report by Owen Haythorne and Defeathering the Indian by Emma LaRoque are but a few examples of recent major initiatives undertaken by the Curriculum Branch, Alberta Education, to develop pertinent resources necessary for curriculum implementation.

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[1] The reader is referred to Section III for a discussion of statements made in recent years about Native Education.

The drop - out of Native students is a central issue. This apparent lack of success by schools to keep the Native child in school and in regular attendance is a crucial problem. Community and parental sanctions which operate to keep children in school in most communities appear to operate with very little success in Native communities. The problem is a very complex one, since a multitude of factors having an interlocking type of relationship are involved rendering isolation of a single element difficult. Some factors, however, are generated within the Native child's home environment. Indices of Native parents' disfunctioning in society as manifested in their disproportionately high commital rates to penal institutions, lower employment rates and greater welfare dependency, have been surveyed and recorded in many studies and statistical reports not catalogued for this study. One would be naive to suggest that changes in the educational delivery system alone would be enough to change the situation significantly. However, certain other initiatives being contemplated by Government aimed at improving the quality of life of Native people will no doubt enhance the school's effectiveness. This combined with innovative approaches used by educators elsewhere, and worthy of emulating in Alberta should produce some positive results.

Discussions held with educational stakeholder groups revealed that a whole range of perceived needs and expectations exists, however, the common theme is that all programs should have as their goal, the development of pride and dignity for all Native children in an integrated school environment.

Generally, proposals for change called for operationalizing the idea of involving local people in decision - making and development activities with the view to improving the "fit" of the curriculum and instruction in the schools to the socio - economic - cultural lives of the students and their parents. In short, the initiatives proposed focused primarily on the topics of culture, language, teacher training and parental involvement.

5.1 Language Instruction

RECOMMENDATION NO. 30

THAT AN IN - DEPTH STUDY OF THE NORTHERN SASKATCHEWAN PROGRAM BE UNDERTAKEN WITH THE VIEW TO DETERMINING WHETHER OR NOT THE USE OF CREE IN EARLY GRADES CONTRIBUTED POSITIVELY TO SCHOOL SUCCESS.

RECOMMENDATION NO. 31

THAT THE DEPARTMENT OF EDUCATION DESIGN A PROJECT SIMILAR TO THE NORTHERN SASKATCHEWAN PROGRAM AND STIMULATE ITS APPLICATION, ON AN EXPERIMENTAL BASIS, ON A SMALL SCALE, BY SCHOOL AUTHORITIES DELIVERING SERVICE IN COMMUNITIES WHERE CREE IS THE DOMINANT LANGUAGE OF COMMUNICATION, IF FIRM AND UNEQUIVOCAL EVIDENCE IS FOUND THAT BETTER RESULTS WERE OBTAINED IN THESE SCHOOLS.

Discussion

Some children registering in Northern schools have little or no competency in English. Their language development has been based on the Cree or Chipewyan languages. These children are usually placed in an English language situation under teachers who have little knowledge of teaching English as a second language. In some cases these teachers are assisted by teacher aides who know the local language and use it for directional purposes. In some instances the children begin in a pre - school setting conducted by local residents who have taken brief teacher - aide courses. In pre - school (Early Childhood Services) the language of instruction is primarily English with some use of the local language. There is little doubt that many of these children are confronting impossible odds against success in school. Self image is bound to be negative right from the onset of their educational career leading to early mental withdrawal from school. The drop - out phenomena among Native students who have reached school leaving age might well be traced back to that point in time when they enthusiastically entered the classroom for the first time with as much to say as the typical beginner, but having to articulate it in a language which is "foreign" to them.

The situation in Northern schools varies from grade one classroom environments where most of the children do not speak English to those where most children have some competency in English. Assuming that the objective of all Northern schools is to provide learning environments leading to standard levels of English competency, is it best to begin instruction in English using a TESL [2] method with some use of the Native language or can the objective be best achieved by using the Native language as the language of instruction with English being gradually introduced ? In a study by Dr. D. V. Parker, commissioned by the Northern Development Group [3] it was concluded that there is probably some advantage to conducting early schooling in the vernacular and regarding English as a second language.

In Northern Saskatchewan, (see Appendix G) four schools currently offer Cree as the language of instruction in primary grades and use the English language as a transitional vehicle. The view expressed by officials of the Department of Northern Saskatchewan supports the contention that the English language will ultimately be more effectively learned if taken at a later age and based on a more advanced and satisfying school experience. Positive efforts have been made in the United States with the Navajo people where a group of teachers developed a program of studies for teaching English as a second language (ESL). The program stressed the aural-oral linguistic approach and was taught in primary grades. It is reported that follow - up studies showed a significantly higher success of children who were on the E.S.L. program as compared to those who were not [4].

[2] TESL - Teaching English as a Second Language.

[3] Learning Policy and Indian Education, D.V. Parker, University of Alberta, May 1975.

[4] Cross Cultural Education Study Tour Report Sherk and Callihoe, May 1973.

5.2 Teaching Methodology

RECOMMENDATION NO. 32

THAT THE DEPARTMENT OF EDUCATION COMMISSION THE DEVELOPMENT OF A RESEARCH MODEL AND, ULTIMATELY A TESTING INSTRUMENT TO ASSESS THE VERBAL AND NON-VERBAL COMPETENCY OF FOUR YEAR OLD CHILDREN IN THEIR MOTHER-TONGUE AND/OR LANGUAGE OTHER THAN ENGLISH.

Discussion

There is agreement among educators, supported by much evidence, that Native students lag far behind in acquiring English language skills and that the lack of this proficiency constitutes one of the greatest handicaps Native children encounter in the school. Many teachers also contend that, though many Native students have a basic knowledge of the English language, there remains the problem of being able to conceptualize and symbolize at the abstract level resulting in difficulties in English sound discrimination and hence, articulation. The Task Force Report on Native Education[5] stated that it was in this context - the inability to communicate - that the Native student who is learning to speak English, experiences most difficulty in school.

Unlike the children from the white middle class "talking society", the Native children in the North and also the children of the poor are exposed to a silent home environment where "unnecessary" conversation simply does not occur. It is claimed that a Native cultural trait, an outgrowth of the hunting tradition, likely explains this phenomenon. Among the poor the daily preoccupation with meeting simple basic needs does not allow much time for the "art" of conversation to develop. However, it cannot be said that the less verbal society lacks communication skills. On the contrary, family members are generally closely knit and understand each other quite well. Some evidence would indicate that the middle class white parents do not communicate all that well with their children.

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[5] Report of Task Force on Native Education, June 1972, page 84.

The Task Force is of the opinion that Native children along with others who are deemed to have low verbal competency because of cultural and/or environmental influences possess compensating highly developed non - verbal competencies which present teaching methodologies virtually ignore at the grade one level. This assumption, of necessity, leans heavily on observations and comments which have little or no empirical base, but rather represents the personal experiences of those who are involved in living and working in these communities.

If this is the case, the school should devise appropriate teaching methodologies for various classroom environments which capatilize on the children's non - verbal competencies.

APPENDICES

APPENDIX A

ISOLATION BONUS and TEACHER HOUSING

SUMMARY

A Study : Isolation Bonus and Teacher Housing

The entire province constituted the geographic scope of this study with special emphasis on Alberta North, which for the purpose of this study is the geographic area situated north of Highway 16 to the N.W.T. boundary, west of the B.C. border.

Data and information were collected through interviews with representatives involved in, or with an interest in the problems in the area mentioned above, visits to those areas, interviews with representatives of other areas facing similar problems, and through the use of 150 questionnaires to 51 school authorities at present receiving isolation bonus grants. These questionnaires were used to test the viability of a new rating formula developed in this study. The Province of Alberta was divided into ten geographic areas for implementation of these formulas.

Results of this study indicate three major problems facing school divisions serving isolated areas.

1. Additional costs or expenses
2. Inconvenience.
3. Communications

The provision of compensation for these problems is necessary as a start for the sound development of an educational system in the North.

Isolation Bonuses

Under a formula developed fifteen years ago, 51 school authorities in Alberta received Isolation Bonus Payments in 1975, for a total of 150 schools. Of these, 73 were Hutterite schools which received a uniform bonus of $518.00. The remaining 77 schools received bonuses ranging from $138.00 to $860.00.

In developing an allowance policy, the ten geographic regions were considered, with some being eliminated due to advantage or unusual attractiveness. A more simplified point rating system was developed to measure the relative desirability of each community.

An annual review of allowances is essential as isolation conditions can change rapidly.

Recommendations made regarding Isolation Bonuses are:

1. That a system of allowances to school jurisdictions for payment to teachers in its employ be continued.

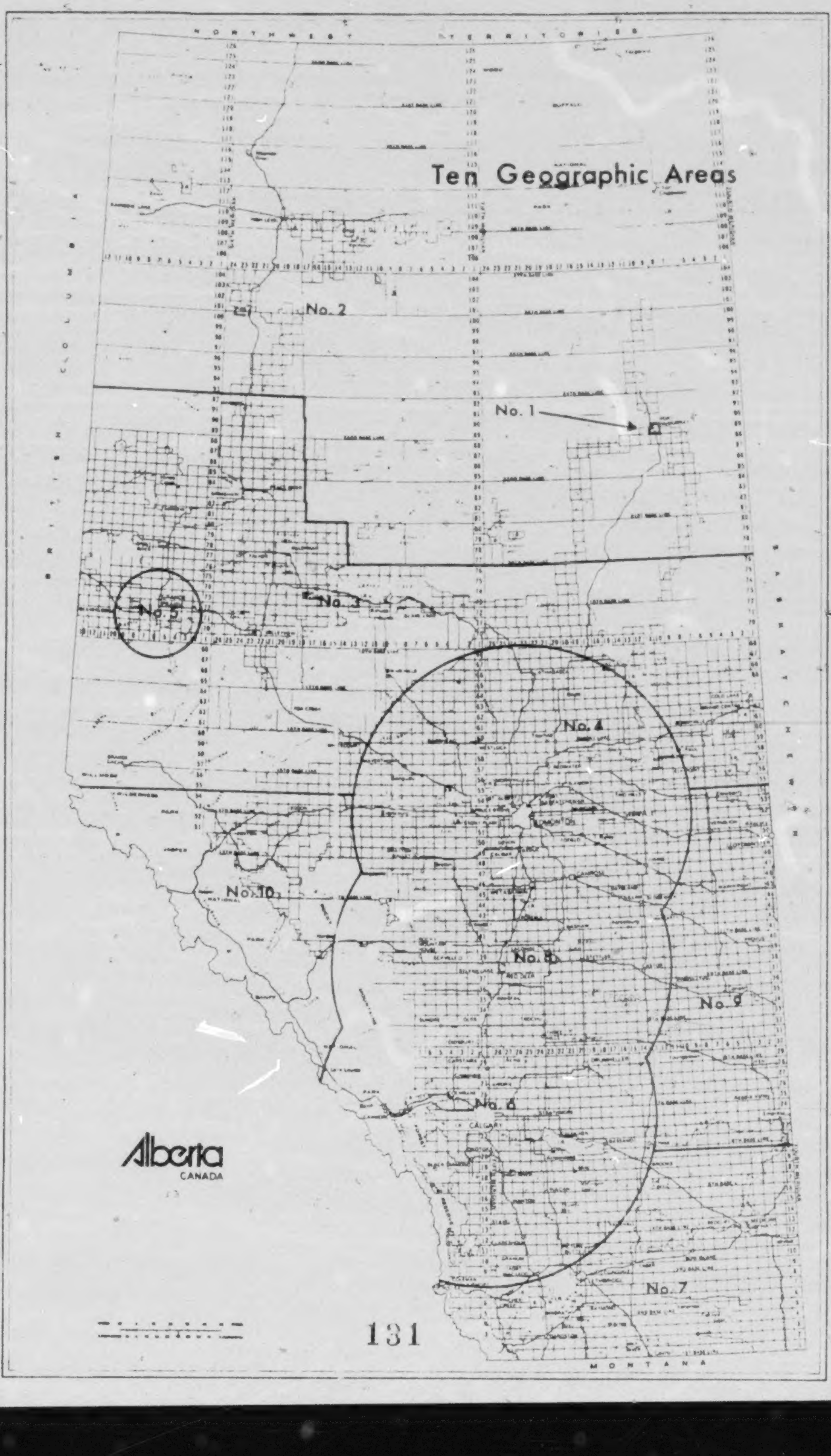
2. (a) That the term "Isolation Bonuses" be replaced by the term "Location Allowances".

   (b) That the Location Allowance be provided by:
   Part 1 - A point rating system
   Part 2 - A fixed dollar amount

   (c) That the entitlement of a school jurisdiction be computed by multiplying the number of teachers in each school times the dollar amount of the Location Allowance for that school, and totalling those amounts for each school.

3. That for the purpose of calculation of Location Allowance entitlement, the Province of Alberta be divided into ten geographic areas (figure I).

FIGURE I


Ten Geographic Areas
NORTHWEST TERRITORIES
BRITISH COLUMBIA
SASKATCHEWAN
MONTANA
No. 1
No. 2
No. 3
No. 4
No. 5
No. 6
No. 7
No. 8
No. 9
No. 10
EDMONTON
CALGARY
Alberta
CANADA

Ten Geographic Areas Of Alberta

Area No.1 - The New Town of Fort McMurray.

Area No.2 - That part of the Province of Alberta lying North of Township 92 (the 24 th Base Line) and West of Range 16; West of the 5th Meridian, and
that part of the Province of Alberta lying North of Township 76 (the 20th Base Line) and East of Range 14; West of the 5 th Meridian, and
that part of the Province of Alberta lying North of Township 80 (the 21st Base Line), West of Range 13 and East of Range 17; West of the 5th Meridian, and
that part of Conklin School District No. 4835 lying in Township 76, and
excluding the New Town of Fort McMurray.

Area No.3 - That part of the Province of Alberta lying South of Area No.2 and North of Township 54, and
excluding the City of Edmonton and that area lying within a radius of 100 miles of the City of Edmonton, except Caslan School District No. 4780, and
excluding the City of Grande Prairie and that area lying within a radius of 25 miles of the City of Grande Prairie.

Area No.4 - The City of Edmonton and that area lying within a radius of 100 miles of the City of Edmonton.

Area No.5 - The City of Grande Prairie and that area lying within a radius of 25 miles to the City of Grande Prairie.

Area No.6 - The City of Calgary and that area lying within a radius of 100 miles of the City of Calgary not already included in Area No.4.

Area No.7 - That part of the Province of Alberta lying South of a line drawn East and West through the centre of Township 20 (the North boundary of the Military Experimental Range), and
excluding the City of Calgary and that area lying within a radius of 100 miles of the City of Calgary not already included in Area No.4.

Area No.8 - The City of Red Deer and that area lying within a radius of 100 miles of the City of Red Deer not already included in Areas No. 4 or No. 6.

Area No.9 - That part of the Province of Alberta lying South of Township 55, and North of Area No.7, and East of Areas No.4, No.6, and No.8.

Area No.10- That part of the Province of Alberta lying South of Township 55, and West of Areas No.4, No. 6, and No.8.

4. (a) That a Location Allowance be provided to Areas No. 2, 3, and 9 under Part 1.

   (b) That a Location Allowance be provided to Area No. 1 under Part 2.

5. With regard to 1, 2 and 3 room schools,
   (a) That a Location Allowance be provided under Part 2, if no other school of more than 3 rooms is operating in the same community.

   (b) That an option to claim an allowance in Areas 2, 3, and 9 be given under Part 1.

6. That area No. 1 receive a Location Allowance of $1,500.00 under Part 2, to be reduced by $300.00 per year.

7. That entitlement to Location Allowance - Part 1, be determined by the point rating system.

8. That for each point awarded the sum of $25.00 be applied.

9. That Area No. 2 receive an Area Differential of 30 points.

10. That Areas No. 3 and 9 not receive an Area Differential.

11. That 1 room schools receive a Location Allowance of $600.00 under Part 2.

12. That 2 room schools receive a Location Allowance of $450.00 under Part 2.

13. That 3 room schools receive a Location Allowance of $300.00 under Part 2.

14. That the minimum point allotment to qualify for a Location Allowance be 7 points.

15. That a "Location Allowance Application Form - Part 1" be filed annually for claims on the point rating system and that a "Location Allowance Application Form - Part 2", be filed annually for claims on fixed dollar allowances.

16. That Areas No. 1, 4, 5, 6, 7, 8, and 10 be restricted to claims under Part 2.

17. That when Isolation Bonus grants are reduced, or eliminated, by the introduction of the Location Allowance system, reductions be made at the rate of $100.00 per year, or such lesser or appropriate amount as may be required to complete the reduction.

Teacher Housing

Many areas in the province are experiencing difficulty in finding suitable housing for teachers, especially in the Northland School Division, the Fort Vermilion School Division, and the Fort Vermilion R.C.S. School District. Each of these areas faces similar problems with respect to population sparsity, isolation in terms of access and distance, inadequate service and utilities, and substandard housing.

Previous studies of these areas indicate such problems as the unavailability of private housing, the impossibility of a teacher erecting his own housing, and the burden of the necessary subsidies on the School District. Other problem areas in the province are also characterized by rapid growth areas, or older areas where substandard housing will have to be replaced.

Other agencies also provide housing assistance.

1. The Alberta Housing Corporation supplies housing to Provincial Government employees. The burden on the agency is reduced by additional charges to cover additional services, which are charged to the Departments involved. This is not considered a viable alternative for teachers for various reasons.

2. Industry may or may not provide assistance. If so, the need is assessed on an individual basis.

3. The Province of Ontario offers an example in its attachment

of teacher housing to new schools, which has reduced such prohibitive problems as utility supply.

Despite those housing problems, certain principles must be applied:

1. That wherever possible teachers should be required to provide their own housing needs, either through ownership or renting on the commercial market. Housing should only be provided by the school authority when there is no alternative.

2. That school districts might reasonably expect Provincial grants to compensate for providing subsidized housing in remote areas.

3. That the availability of suitable housing, with considerable emphasis on siting, grounds, aesthetics and maintenance, can contribute significantly to teacher retention in isolated areas.

4. That Provincial assistance to school districts for teacher housing in marginal areas should be limited to an amount designed to provide for sufficient participation to " hurt " a little.

5. That the rental structure for publicly owned housing, outside of remote areas, should not necessarily reduce individual incentive to provide personal accommodation.

Recommendations made with respect to these principles are:

19. That the present policy of the Fort McMurray school boards in providing a "Fort McMurray Living Allowance" and a "leasing rental accommodation" service in lieu of providing teacher housing be continued in view of the substantial size of the community.

20. That regulations be amended to enable school districts to debenture teacher housing at 8 percent. Subsidized debentures at this rate are now available to municipalities and counties.

21. That school jurisdictions be paid a grant, equal to the

Location Allowance (Part 1), for each housing unit provided teachers in communities with a population of less than 500.

22. That a Teacher Housing Authority be created to assume responsibility for teacher housing in Area 2 in the Province and in such other school districts coming under the authority of Northland School Division.

23. That a location factor be introduced into rental schedules for teacher housing designed to produce a more realistic rental in established communities.

24. That teacher housing be provided as an attached unit to new school buildings in small remote northern communities.

25. That recommendation 13.5 of the Northland School Division Study Group "that provision be made in new school buildings for a modest overnight facility" be implemented.

Several more general observations are also relevant to the stable supply of teachers in the North.

1. Some teachers felt that initially they had faced a lack of advance information about the conditions in which they were going to live.
2. Possibly teachers could be loaned from other school districts without severance of contract (Recommended in the 'Report of the Northland School Division Study Group').
3. Recruiting efforts by school authorities are inefficient due to duplication.

Further recommendations are therefore:

26. That the Department of Education encourage, and assist , the Alberta School Trustees' Association in establishing a program designed to attract experienced teachers on loan from other school jurisdictions for service in remote areas for periods of two years.

27. That the Department of Education encourage, and assist,

the Alberta School Trustees' Association in setting up cooperative recruiting programs among school boards.

28. That the Department of Education explore the possibilities of the Department of Municipal Affairs' assuming responsibility for electric power and water supply in remote areas without these services.

29. That school boards be encouraged to up-grade telephone service to their schools and teacher residences.

30. That the Department of Education prepare a cross-reference between Local School Districts and Operating Schools.

LOCATION ALLOWANCE SCORE SHEET

(For Departmental Use)

Part I

1 School District, Division or County ______________ (name). No. ____

School ______________ (name). Local School District ______________ (name). No. ____

2.	Area Allowance (if any)			____
3.	No road access (except winter road)		30	
	Less: Scheduled Air Service	6		
	Summer Barge Service	6		
	Railway Service	9		____
4.	Road access - Distance by travelled road to closest Provincial Highway			
	Over 75 miles	15		
	51 to 75 miles	11		
	26 to 50 miles	7		
	10 to 25 miles	3		
	Less Railway Service	3		____
5.	Medical Services			
	Over 75 miles	15		
	51 to 75 miles	11		
	26 to 50 miles	7		
	15 to 25 miles	3		____
6.	Size of Staff			
	1 room	12		
	2 rooms	9		
	3 to 5 rooms	6		
	6 to 9 rooms	3		____
7.	Communications		16	
	Less: Regular Telephone Service	9		
	Toll station only	6		
	Radio-telephone	3		
	Radio reception	3		
	Daily Mail Service	4		
	Less than Daily Mail Service	2		____
8.	Other Services		18	
	Less: Grocery Outlet	6		
	Bank or Credit Union	3		
	Curling Rink	3		
	T.V. Reception	6		____

Total Score ____

Value ________ points x ________ = $ __________

Part I

LOCATION ALLOWANCE - APPLICATION FORM

1. School District, Division or County ______________________ (name) No. _____

School ______________ Local School District ____________ (name) No. _____

Location of School -- Sec. ___ Twp. ____ Rge. ____ W ___ Meridian

Post Office Address of School ______________________________

Number of Teachers _______ Pupils _______ Grades ______

2. Do you have:

Road Access	____________________
Scheduled Air Service	____________________
Summer Barge Service	____________________
Railway	____________________

3. Nearest Provincial Highway by travelled road -
Highway No. _____ Distance ______

4. Hospital and Doctor -
Location ________________ Distance ____________________

5. Other Schools - if there is another school in your community -
Largest School _____________ Number of Teachers _____

6. Do you have:

Regular telephone service	____________________
Toll station only	____________________
Radio-Telephone only	____________________
Radio reception only	____________________
Daily Mail service	____________________
Less than Daily Mail service	____________________

7. Grocery outlet - Local _____________ Located at __________ Miles _____

Bank or
Credit Union - Local _____________ Located at __________ Miles _____

Part II

LOCATION ALLOWANCE - APPLICATION FORM

1. School District, Division or County ______________________. No.____
(name)

School ______________. Local School District ______________. No.____
(name) (name)

Location of School -- Sec. ____ Twp. ___ Rge. ____ W___Meridian

Post Office Address of School ______________________.

Number of Teachers ________ Pupils ____________ Grades ___________

2. This application is in respect of a

1, 2 or 3 room school

Is this school located in a Colony? ______________
Yes or No

If so ______________________________.
(name of Colony)

(it is understood that a claim can only be made under this section if no other school of more than three rooms is operating in this community).

3. This application is in respect of location in
Area No. 1 established for Location Allowances.

____
Secretary - Treasurer

APPENDIX B

EDUCATION NORTH PROJECT

SUMMARY

SUMMARY

EDUCATION NORTH PROJECT

Preface.

This project speaks to the operational aspect of curriculum design and implementation for northern people. The focus is on involving local community people in curriculum development activities by viewing community development and curriculum development as two inseparable, interrelated processes.

The Education North Proposal outline was first developed by an interdepartmental committee comprised of representatives from the Northern Development Branch, the Native Secretariat, Alberta Advanced Education and Manpower and Alberta Education. The committee was chaired by the Project North Coordinator. Except for some modification in the operational aspects, the committee's proposal was accepted by the Minister of Education as an appropriate response to recommendations about curriculum development made in recent years.

Alberta Education gratefully acknowledges the work done by the interdepartmental committee in developing a basic design for this project.

PROJECT OVERVIEW

Purposes

The primary purpose of the project is:

(a) To redesign aspects of curricula content as required.

NOTE: Curriculum modification desired by northern communities will vary in scale and content from community to community. Within this framework, the project stresses materials development and dissemination which "localizes" curriculum content without compromising quality and provincial standards. The project has as its major aim to stimulate a concerted effort by local authorities to:

1. identify and collect pertinent existing materials available commercially;
2. identify and gather pertinent materials developed in other projects --- materials which are not available commercially;
3. develop, produce and share teachable units as required by northern communities;
4. generate viable mechanisms for localized curriculum development and implementation.

Secondary purposes are:

(b) To develop the necessary structures for initiating a sustained program of orientation of teachers to northern people and development of community relations skills.

(c) To increase community commitment to schooling by direct, active involvement.

NOTE: The project treats people development and curriculum development and implementation

> as two inseperable, interrelated processes. The dissonance between parents and teachers increases in inverse proportion to the governance responsibility which parents perceive they have. This phenomenon is most evident in areas where the school and the community are viewed to be culturally and socially separate.

Objectives

Basically, the objectives of this project pertain to curriculum and instruction in schools of Northern Alberta some of which deliver service to students exclusively of Indian ancestry. The focus is to be on involving local community members in decision-making and development activities, with a view to improving the relevance of the curriculum and instruction in the schools to the socio-economic-political-cultural lives of the students and their parents. This process will benefit both students and adults in the communities concerned by promoting growth in terms of knowledge and skills, but also in improving understandings of other people.

The overall objective will be to improve the effectiveness of the schools by working with the people of Northern Alberta to develop and to implement school curricula appropriate both to the educational and training needs of northern young people, and to the physical and cultural conditions in which they live.

Some other specific objectives follow:

(a) Human Resources Development

(1) to recruit community personnel for identification of curricula needs;

(2) to provide educational experiences for both para-professional and professional staff members in community relations and in curriculum development and usage;

(3) to develop and implement structures for involvement of community personnel in advisory and governance responsibilities;

(4) to develop mechanisms for curriculum planning; development and implementation with community involvement and participation.

Constraints

Any proposal approaches to problem solution will have to be devised within the following constraints:

(1) The project will remain primarily locally based with an appropriate provincial coordinating and monitoring mechanism.

(2) The project will fall within the legal guidelines of the school act.

(3) The project will be grounded upon a sincere commitment to northern community participation.

(4) Change will not be allowed to occur at a more rapid pace or with more forceful impact than is acceptable to local communities.

NOTE: While this must not be interpreted as a reason to support the status quo, the impact of change upon the education system and upon northern communities must be within dimensions which are reasonable and realistic.

Commitment

The Government of Alberta is committed in principle to a minimum five - year life for the project.

Operational Plan

A two phased action program is planned. Phase one being the identification of potential solutions and project plans (design phase) and phase two being the implementation phase. The program will be sponsored and administered by the Department of Education with the endorsement of the Department of Advanced Education and Manpower, the Northern Development Branch and the Native Secretariat.

1. Phase One

1.1 Core staff
Project Coordinator only - service contract to July 1, 1977. Preferably based in the north.

1.2 Project Advisory Committee
This committee will be composed of 10 members, 5 northern Albertans including native persons, and 5 persons from Government with representation from each participating department, one of whom shall be the coordinator in the Grande Prairie Regional Office of Education. All are to be selected by the Province from day one of project.

- variable term appointments (1 to 3 years)
- request nominations from northern organizations (School Boards, Native Organizations and public at large).

1.3 Functions
The Project Coordinator will report to the Minister through the Director, Planning and Research Branch. At the outset of the program the project coordinator will initiate the necessary structure for Government selection of the Project Advisory Committee, set up an operations base in the north, and undertake an extensive search for and retrieval of ideas and information leading to the identification of alternative solutions and

project plans for the Project Advisory Committee's consideration at it's first round of meetings. At this point the coordinator would assume the role of a Project Leader for the Advisory Committee. It is expected that this "gearing up" process would take several months. The Project Advisory Committee will make recommendations to the Minister with respect to:

(a) Decisions related to scope and emphasis of service to be provided by the project.

(b) Decisions related to local proposal guidelines regarding funding, people involvement, local commitment, etc.

(c) Developing Evaluative Criteria.

(d) Policy guidelines for local design of sub-project mechanism.

(e) Phase two operational plans and projected five year operational budget.

(f) Selection of a project base, from which presently available and newly designed curriculum materials will be disseminated.

(g) Such other matters as deemed appropriate by the Committee.

2. Phase Two

2.1 Core staff

- project Coordinator - perhaps extension of phase 1 service contract
- curriculum development consultant
- community relations consultant (native person)
- local "experts" knowledgeable about northern conditions and cultures who are accepted and respected by northern Albertans in general and the native community in particular.

2.2 Operations

At this point in time, Policy with respect to sub-projects would have been established by Project Advisory Committee.

2.2.1 - Locations of locally based school-community sub-projects selected and identified.

2.2.2- Proposals likely patterned on E.O.F. (compensatory proposals) to be submitted to Project Coordinator.

2.2.3- Local communities identified invited to submit proposals.

2.2.4- Coordinating Centre (operations base) in the north:

- coordinate sub-projects (number to be kept small but representative)
- work centre and meeting place for participants
- clearing house for materials
- allocate budgets to sub-projects for payment by participating school authorities for substitute teachers, locally appointed people, materials etc.

3. Project Termination

3.1 Evaluative criteria to be established for ongoing evaluation.

3.2 External evaluation in 3 rd year of Phase II.

NOTE: An external independent evaluation, to be conducted by a person with "educational statesman" status.

3.3 Project terminates end of 4 th year of Phase II.

3.4 If successful, existing regional government personnel, e.g., R.O.E. assume coordinating function (5 th to 10 th year) with appropriate budget adjustments if necessary.

APPENDIX C

LOCAL SCHOOL COMMITTEE

STRUCTURES

LOCAL SCHOOL COMMITTEE DEVELOPMENT PROJECT

Introduction

Generally most school authorities believe that getting people involved at the local level with the aim of developing awareness and growth in governance capabilities, is an important and necessary function of school boards. However, despite repeated efforts by school authorities, both elected and appointed, to get parents involved and interested in what goes on in the local school, there is much evidence that they have not been successful. Parent interest is triggered off occasionally over a dismissal of a teacher, discipline problem or change in bus routes. The trustees elected are generally those who are able to command the "lower voter apathy ratio" [1] rather than the support of the majority of electors. This situation is not unique to school boards however. Other local governments, such as County, Municipal District, City, Town and Village Councils use a "colonial pattern" delivery system as well, with the majority of the people constantly on the receiving end of service not having too much responsibility in planning and implementation.

Discussion.

The Task Force concluded that leadership development of Community members to allow for active participation by these members in affairs of government must receive high priority. Specifically, the educational delivery model which focuses on the development of leadership skills of parents to function effectively as local School Committees represents, in the view of the Task Force,the best mechanism to develop awareness, and foster active involvement in the governing processes.

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[1] NOTE. Relationships between candidates' perceived support (in number of voters), which prompted candidacy and actually number of votes received, e.g.,

Candidate "A"; $-\frac{\text{perceived support}}{\text{actual vote}} = \frac{600}{300}$ = Ratio of 2

Candidate "B"; $-\frac{\text{perceived support}}{\text{actual vote}} = \frac{400}{400}$ = Ratio of 1

The Central problem is best stated by The Worth Commission on Educational Planning [2].

> "The majority of Alberta schools function in relative isolation from the communities which they serve. Indeed in some places, serious rifts appear from time to time triggered off by disputes over student achievement, discipline or salary demands. In other schools, meet - the - teacher nights, sporadic newsletters and report cards provide the token parental involvement. In still other schools, adult and community groups are seldom to be found".

The Northland Study Group [3] viewed the need for local involvement as somewhat urgent for two reasons:

(a) the development of a local representative structure designed to provide for more liaison between the board and the communities served would act as a training ground for the selection and identification of leaders and future trustees of the division, and

(b) one of the alleged faults or weaknesses of a relatively large division's operation is an apparent lack of communication. The isolation and/or remoteness of the community and staffs in relation to head office leads to suspicion often quite unjustified. What are they doing? What goes on?

The Task Force noted that school jurisdictions had taken occasional steps in the direction of forming local school committees.. In a number of jurisdictions this activity had been pursued vigorously for a number of years. However, it was found that the majority of local school committee and/or advisory boards, have literally "died on the vine",

[2] Commission on Educational Planning; page 126, 1972

[3] Northland School Division Study Group report; page 17, 1975.

and in only several communities was there any sign of such committees. The present School Act, although not giving specific authority for community involvement, does provide the following general authorization: " A Board may delegate any of its powers to the Superintendent of Schools or a committee appointed by it ".

How can such committees be made viable? The Northland Study Group [4] suggests that some degree of success could be attained in activating local school committees if the following conditions are met:

(a) The Committee has some function which in meaningful in a specific sort of way.

(b) The Committee has occasional and significant contact with representative of the Division who seek their advice and who bring them significant information of local or general nature.

(c) The Committee has some financial involvement and discretion.

The Task Force along with the Northland Study Group looked at what was happening in neighboring provinces with respect to local school committee structures and functions. There is little doubt that such committees are quite active and numerous in Manitoba's Frontier School Division and Saskatchewan's Northern School Board.

It is difficult to identify the factors leading to the apparent greater success of the local school committee structures in these provinces. There seems to be essentially more recognition, more involvement, more frequent contact with the school system, and some responsibilites such as the development of the school grounds. Committees have access to

[4] Op Cit. , page 25

sums of money related to school size which they expend entirely on their own, subsidize school tours, and participate in selection of school staff, especially principals. Prospective principals are taken in to meet the school committee or alternatively the committee or a member of the committee accompanies the Superintendent on the recruitment mission.

These kinds of structures apparently are not much different than what have been tried here in the Province of Alberta. However, there is an essential difference in the implementation process. In both provinces there is on staff an officer referred to as the local committee expediter whose sole or at least major function is to keep in contact with local school committees, encouraging them, meeting with them and providing them with information. The Task Force is of the opinion that the apparent greater success of local school committee structures in the provinces of Manitoba and Saskatchewan is due to the fact that they both have a Community Liaison Officer on staff who continually animates the local committees and acts as the key link between the local people and the elected officials of the school boards. In Saskatchewan the Community Liaison Officer has the status of an assistant superintendent and reports directly to the chief executive officer of the school division.

1. Project Program.

The strategy in operationalizing the program would consist of four steps:

1.1 Development of guidelines for the formation and operation of these committees.

1.2 Development of areas of authority and responsibilities which the School Board could delegate to the school committee.

1.3 Survey of stakeholders at community level to determine priorities in terms of what is desired.

1.4 Rating by Board of priority list in terms of what is feasible and practical.

The major portion of the activities proposed for school committees are now handled by central office administrators, principals and teachers who rarely find time to consult with those affected. It is possible for school boards to delegate specific responsibilities to school committees in such a way as to avoid conflict between the two bodies, and thus free themselves from a number of specific policy concerns, as well as to render administrative procedures less onerous, and more efficient. Although there may be a concern that too few parents will be interested in participating in school governance, school committees present both a challenge and an opportunity to those within communities who are concerned about their inability to become more involved in school affairs. In addition, the school committees can interject a strong conciliatory force into the present movement for local control now apparent in isolated communities.

2. Committee Structures.

2.1 Each community with an operating school to elect a three member school committee.

2.2 Eligibility to hold office dependent upon having a child in attendance at the school, or having some vested interest in the school - community.

2.3 Term of office, three years.

2.4 Expenses and honoraria on a per meeting basis.

3. Committee Functions.

3.1 Administrative

- 3.1.1 Powers of delegation that would facilitate the use of local people for specific tasks such as the supervision of recreational endeavors and facilitate use, maintenance of school grounds, school bus operation, operation of school lunch programs, and implementing attendance regulations.
- 3.1.2 Hiring of support staff e.g., custodians, teacher aides.
- 3.1.3 Excursions approval and financing.
- 3.1.4 Approval of school budget and principalship appointment.

3.2 Consultative

3.2.1 Recommend school building priorities.

3.2.2 Planning and organizing further education activities.

3.2.3 Developing school regulations, including those dealing with attendance, discipline and dress.

3.2.4 Formulation of educational program policies.

3.2.5 Communicating community-school needs and concerns.

3.2.6 Formulate details of local conditions of service of school personnel within the general guidelines set by the Board.

3.2.7 Selection of professional staff.

3.2.8 Tenure of professional staff.

3.2.9 Major vehicle for the identification and expression of parental concerns.

4. Personnel

4.1 Community Liaison Officer with following qualifications:

Training and experience in education, experience in Community development.

5. Outcomes

5.1 A functional school committee for each operating school in a jurisdiction.

5.2 An efficient two-way communication system between the Board and local communities.

5.3 Local leaders showing consistent performance identified.

APPENDIX D

DISCUSSIONS WITH GOVERNMENT OFFICIALS

DISCUSSIONS WITH GOVERNMENT OFFICIALS

The Task Force Coordinator held discussions about the educational needs of the study area with the following, either on an individual, incidental basis, or during the course of a meeting with members of the branch of the Government department:

1. Alberta Advanced Education and Manpower

   R. Rossetti, W. Zahary, J. Berg.

2. Alberta Education.

   Hon. J.Koziak, R.Penrice, E.K.Hawkesworth, J.S.Hrabi, S.N.Odynak, E.A.Torgunrud, A.Bredo, N.Chamchuk, B.L.Stringham, M.R.Fenske, J.W.Kulba, M.Kowalchuk, D.Ewasiuk.

3. Alberta Environment's Oil Sands Research Group

   B.Banas, R.Weatherill.

4. Alberta Treasury

   J.Berry, D.M.Fisher.

5. Commissioner Northeast Alberta Region

   R.J.Henning, S.Montgomery, G.Young.

6. Department of Indian Affairs and Northern Development

   R.J.Carney, M. Fischer.

7. Department of Northern Saskatchewan

   G.Lindgren.

8. Department of Regional Economic Expansion (DREE)

   B.Bewell, N.Ball, R.Adams.

9. Government of the Northwest Territories (Curriculum Chief)

   B.Lewis.

10. Manitoba Department of Education (Native Education Branch)

    G.Monroe.

11. Metis Rehabilitation Branch

R.Mace.

12. Municipal Affairs (Land Tenure)

R.Piepenberg.

13. Native Secretariat

Hon. R.Bogle, T.Roach, R.Harrison, J.Szumlas.

14. Northern Development Branch

Hon. R.Dowling, Paul Conway, E.Schorn, F.Romero,
R.Paley, E.W.VanDyke, R.M.Finnerty.

15. Provincial Auditor

W.E.Schell.

APPENDIX E

SUMMARIES

CURRENT RELATED STUDIES

E.O.F. COMPENSATORY FUNDING EVALUATION

SUPERINTENDENCY INQUIRY

APPENDIX E

SUMMARY

EVALUATION REPORT OF E.O.F. COMPENSATORY COMPONENT

Alberta Evaluation Research Associates Ltd. of Calgary did an independent external evaluation of the Compensatory Component of E.O.F. at the same time that the Task Force was doing its educational needs assessment study. The following list of summary statements was extracted from their report. The statements are listed in rank order from highest to lowest according to the degree of support by participating jurisdictions.

1. When EOF (Compensatory) was first introduced, government expectations were not clearly communicated because the program guidelines were unclear. Planning problems arose from the use of poorly defined terms in the initial set of guidelines such as "disadvantagement" and "cultural handicap". The guidelines presented in the Policy Manual, 1974, were somewhat better than the initial set.

2. Due to the nature of compensatory problems, longer term projects of three to six years are preferred to shorter, one and two year terms.

3. The written proposal requirement was a positive feature of the program because it encouraged districts to define problems, establish priorities and to formulate plans.

4. The evaluation requirement was a positive feature of the program. Evaluation was seen as a method of assessing current needs, improving the operation of projects and determining the effectiveness of completed efforts.

5. Integration of EOF projects was desirable, particularly at the instructional level; however, at the administrative

level, keeping funding categories separate was a nuisance.

6. Project grants are preferred to grants based on pupil enrollments because they are more stable and also because they allow for funds to be distributed according to the severity of needs.

7. While it is important to have non-financial community support behind a project, the Department's expectation of financial support from local organizations and individuals in "disadvantaged" areas was unrealistic.

8. While parental support and involvement are desirable, the approval of compensatory projects should not depend upon commitment to obtaining such support and involvement. This requirement may result in efforts to contrive support with the resulting commitment demonstrated in the proposal document not being genuine.

9. The selection of students on a school attendance area basis was not a desirable feature of the program because it wrongly assumed that one would always find pockets of disadvantagement in school jurisdictions.

10. The expanded scope of the program, which included grades one to twelve, was a good feature.

11. Terms and labels such as "disadvantagement" and "culturally handicapped" should be used discreetly and possibly omitted entirely.

12. Service and cooperation from Regional Office staffs has been satisfactory or better, particularly in the area of project planning.

13. The government should provide funds for planning compensatory projects. Preparation of compensatory proposals is time-consuming and takes personnel away from their regular duties. There is a danger under the present system that the regular school program may suffer as a result.

14. The government should provide funds for the administration, coordination and organization of projects especially in those situations where project management places such excessive demands on available human resources that the quality of the regular school program is endangered.

15. The conditional approval category caused confusion. This confusion appeared to arise from the Department's failure to communicate its expectations about each of the conditions which it applied to a proposal and also failure to communicate the assurance to local project personnel that funds were guaranteed if the conditions were met.

16. The level of funding should be determined by the degree of need in an area and by the size, complexity and length of the project proposed.

17. The selection of target pupils should be based on educational data rather than cultural, social or environmental data. There are dangers in categorizing children for educational purposes on non-educational variables. Some concern was expressed about the meaning of, the criteria for, and the evidence required with respect to cultural, social or environmental disadvantagement. Educational criteria are more meaningful and are readily available to educators in local school systems. Collecting data on cultural, social or environmental disadvantagement locally, can be dangerous unless completely unobtrusive techniques are used. As educational disadvantagement is related to social and cultural disadvantagement, one would target almost the same pupils if educational data alone were used.

18. The initial qualifying criterion of economic eligibility is acceptable. School jurisdictions in economically deprived areas are usually less capable of providing the required level of financial support for compensatory projects, and there is generally a high incidence of educational problems in economically depressed areas. While there may be needs for compensatory education in all districts, with the current low level of funds appropriated by the government for compensatory education, it is reasonable to direct funds to those jurisdictions experiencing the greatest degree of financial hardship.

19. Earmarked grants or project grants are desirable for compensatory education. Earmarked or project grant funding helps to ensure that funds actually reach the intended targets.

20. Circumstances may exist where special consideration

should be given to funding existing expenditures of school boards. In situations where those expenses arise from compensatory projects already in operation, which have objectives compatible with provincial compensatory program objectives, there is no reason why the Department should not give consideration to compensating local school boards for expenditures arising from existing projects.

21. While it is important that proposals be presented in writing, a face-to-face meeting with the Coordinator of the Educational Opportunities Fund would be valuable, particularly during the initial project planning phase.

22. The objective of the EOF (Compensatory) program was good and the intent of the government was clear.

23. It is acceptable to exclude physically, mentally and emotionally handicapped pupils from the EOF (Compensatory) fund, as grants to support programs for pupils with these handicaps are available from other sources.

24. The feature of the program which required local project personnel to provide the Department with documentary evidence of disadvantaged status from locally derived data was undesirable.

25. The emphasis on intensifying human resources at the classroom level was a positive feature of the program.

26. The coordination of funding with the Department of Indian Affairs was a good feature of the program.

27. The feature of the program which encouraged staff support for a project was desirable.

28. The Department should provide more assistance with the evaluation of projects.

29. Service and cooperation from the Regional Offices could be improved in the area of project evaluation.

30. The emphasis of EOF (Compensatory) on parental involvement was a positive feature of the program.

31. The Department should decide which areas in the province need compensatory funds and then announce the share of funds available to eligible districts. This would ensure

that only those districts which were to receive funds would invest time and resources in the preparation of proposals. It would also eliminate competition which is perceived by some to be undesirable.

32. A minority cited disadvantages associated with project grant funding. Problems mentioned included; (1) the written proposal requirement was too complex and, therefore, very time-consuming; (2) areas which submit the best proposals may not be the ones in greatest need of funds; (3) the uncertainty about whether funds will continue at the end of a project makes long-range planning difficult; and (4) small jurisdictions are at a disadvantage because they lack the back-up resources to compete with larger districts.

33. The recycling of proposals several times to get them into a form acceptable to the Department was perceived by some to be a problem.

34. Earmarked grants are not desirable. The Department should distribute funds and then trust districts to spend them in the best interests of the target pupils

35. A project coordinator is essential, especially for large projects.

36. Because of the limited funds available, projects efforts should be concentrated at the lower grade levels to emphasize a preventive approach.

37. If there were a high proportion of native children in an area, the chances of getting a proposal were increased.

38. The Department should look into the possibility of compiling data which has already been collected by other social and governmental agencies. This may be useful in determining the areas of the province which have the greatest need for compensatory aid.

39. A single fund to support projects for all types of handicaps would be desirable.

40. Coordination between the Department of Education and the Department of Indian Affairs should take place at the provincial level.

SUMMARY

RECOMMENDATIONS

1. Retain the objective of E.O.F. (Compensatory) as a goal statement, but provide clear guidelines and/or consultative assistance to local project personnel which would enable them to spell out desired student behaviors in clearly defined educational performance objectives.

2. The features of the guidelines which have caused problems under operating conditions should be reviewed and revised.

3. A new policy manual should be prepared.

4. The E.O.F. staff should encourage project personnel to increase their budget for evaluation in project proposals.

5. The E.O.F. staff should encourage rural project staff to request more consultative assistance from Regional Office Consultants.

6. The E.O.F. staff should continue the practice of encouraging districts to document evidence of commitment to parent support and involvement in written proposal document, but such evidence should not be a mandatory requirement for financial support.

7. The department should continue to encourage an integrated approach to learning problems at the instructional level.

8. The grade one to twelve emphasis in the compensatory component of E.O.F. should be retained.

9. The E.O.F. staff should urge project personnel to concentrate available funds on pupils demonstrating greatest need.

10. The Government should examine the suitability of the present per pupil grant factor.

11. The Government should make appropriations under E.O.F. (Compensatory) equal to the product of the number of pupils in the Province needing compensatory assistance and an acceptable per pupil grant factor.

12. Funding compensatory education on the basis of department approved written proposals should continue.

13. All communication related to the formal approval of proposals should be in writing, but where deemed mutually desirable by the E.O.F. staff and district personnel, face - to - face meetings should be

held to discuss written documents.

14. When a district has a project idea to propose, the first document submitted should be a prospectus. The prospectus should describe in detail the chief features of the proposed forthcoming proposal. If the idea presented in the brief is considered promising by E.O.F. staff, the department should then request a proposal.

15. The department should retain all current procedures pertaining to proposal review and approval.

16. If a district can demonstrate through documentation that it lacks the necessary human resources for needs assessment, planning and proposal preparation, the department should provice "front - end" money for these processes.

17. If a district can demonstrate through documentation that planning, administration, coordinative or organizational activities for compensatory education, place inordinate demands on jurisdictional personnel, the Government should make funds available for such positions.

18. The department should continue to encourage local school districts to attempt to alleviate learning deficits of target children by intensifying the human resource component at the classroom level.

19. If a district can demonstrate need for material resource support as part of the project proposal, the department should be prepared to respond to such requests.

20. The department should continue the practice of not using compensatory funds to provide programs for children " .... whose primary handicap is physical, mental, emotional, or sensory .... ".

21. Project staffs must be informed, in writing, of the conditions applied to a proposal.

22. When deemed mutually desirable by the E.O.F. staff and district personnel, a face - to - face meeting should be held to discuss the letter in which the written conditions are outlined.

23. The department should continue to fund compensatory education projects in proportion to their nature, size and scope.

24. The Government should move compensatory education from a three year project cycle into a five year cycle.

25. The new five year cycle should begin September 1, 1977.

26. The period from September 1, 1976 to June 30, 1977 should be

devoted to needs assessment, planning and proposal preparation for new five year projects.

27. The department should continue to give local districts the option of submitting several school level proposals, one system level proposal or a combination of both.

28. This feature of the guidelines which states " ..schools and non - school personnel may submit proposals to school boards ...." should be clarified.

29. The Government should retain a general policy of not funding existing expenditures of school boards through E.O.F. (Compensatory).

30. The Government should give special consideration to funding existing expenditures of school boards in situations where those expenses arise from compensatory education projects.

31. The department should clarify its expectations concerning the guideline, "financial and non - financial support of other local organizations and individuals is viewed as evidence of local involvement and commitment" .

32. Regional office staffs should not be expected to assume full responsibility for the evaluation of projects.

33. Regional office staffs should be expected to provide consultative service to improve all phases of the evaluation work carried out by project staffs.

34. The feature of the guidelines which encourages shared funding of projects between the department of Indian Affairs and the Department of Education should continue.

35. The Regional Offices of Education should provide the necessary technical assistance for needs assessment, planning and proposal writing which smaller school systems may need to place them on an equal footing when in competition with larger school systems.

36. The department should not use compensatory funds to equalize the financial capability of districts to mount the extended education programming effort necessary for compensatory education.

37. The department should discontinue using equalized assessment per pupil as the initial economic criteron of eligibility for compensatory funding.

38. The compensatory fund should be used to " ...provide the extra assistance at the classroom level that culturally, socially or environmentally disadvantaged students may need to aim at being on an equal footing with other students" . Policy manual, page 3.

39. The department should direct compensatory funds to those school attendance areas of the Province which contain within their boundaries high concentration of children from culturally, socially, or environmentally disadvantaged families.

40. The department should retain the policy of having districts document a school attendance area for environmental disadvantagement on the basis of a substantial number of socio - economic factors.

41. If children residing outside a defined project area require extra assistance at the classroom level, local school systems should provide such assistance through regular funding sources or other funding sources such as E.O.F. (Elementary).

42. The department should provide clear operational guidelines to permit districts to document " ...a school attendance area for economic and environmental disadvantagement on the basis of a substantial number of socio - economic factors ...", page 9.

43. Operational guidelines should outline a simple documentation process: one that does not place a heavy drain on local resources.

44. If a district can demonstrate through documentation that it lacks the necessary financial, human, material or technical resources to carry out the required procedures, the department should make the necessary resources available.

45. The department should provide clear operational definitions of the variables used to measure each of the three environmental factors listed of page 11 of the policy manual.

46. A comprehensive research and development effort should be mounted to address the definitional problem in the compensatory component of the educational opportunities fund.

47. The department should provide school systems with clear guidelines that would enable them to identify and select students (residing in defined project areas) on the basis of school performance.

48. The department should continue E.O.F. (Compensatory) funding until June 30, 1982.

49. The department should accept new applications for five year projects which would begin on September 1, 1977.

50. The department should build sound evaluation components into all future projects so that more definitive conclusions about the benefits of compensatory education can be made in 1982.

51. The department should select a sample of projects for thorough external evaluation.

APPENDIX E

SUMMARY

THE SCHOOL SUPERINTENDENCY IN ALBERTA - 1976

L.W. Downey Research Associates Ltd.

The Downey inquiry states that in the past five years Alberta School superintendents have shifted emphasis from education to business management. It says the superintendent in many centres now must make decisions with a view to his position in relation to his employer. Without this independence, the superintendent may be forced to make unpopular decisions that cause friction with his board and may end in being dismissed.

The report surveyed the 93 superintendents in Alberta, compared their lot with those in other provinces, examined legal documents and legislation, and tabulated results from interviews throughout the province.

The 21 recommendations in the report called for better legal definition of the role and responsibilities of superintendents, especially in counties; for better contracts and understanding of conditions of employment when superintendents are hired, and for increased opportunities for professional development.

The problem with legal definition arises because, although local authorities can hire their own candidates, they are free to specify the roles and responsibilities of the superintendents. The result is the job may vary tremendously from locality to locality.

The report says that in some places superintendents have been relegated to managers and executives who must practise survival politics, while in other areas, they become too authoritative and refuse to share responsibility.

In addition, the report points out, conflicts have developed in some rural areas where secretary-treasurers have, through tradition or delegation, a broader power base than the superintendent.

In counties, for instance, the secretary-treasurers work with the entire county council, the municipal and school committees, while the superintendent must work through the school committee alone.

The report recommends that inconsistency between legislation and regulations of the government be corrected; that delegation of power and responsibilities be to the local authority rather than any one individual; that new methods be developed to evaluate teachers for certification, and that the department establish clear lines of communication between superintendents and local authorities.

The report suggests that many of the role conflicts could be eliminated if school boards and committees designate superintendents as chief executive officers with the power to carry out policy; that roles and functions of the secretary-treasurer and superintendent be spelled out by the boards, and that superintendents specify and delineate roles and responsibilities on their own staff.

Other recommendations include:

- Clarification of the legal position of the superintendent in the County Act;
- That boards strike a committee to recruit and select people for the job, and that trustees, professional staff and other public service agencies be represented on the committee.

- That superintendent appointments be without term and that specific procedures for firing or quitting be included in the contract;
- That superintendents have a basic right for evaluation;
- That the Minister of Education be informed of dismissals just as he now is of appointments;
- That universities in Alberta offer in-service training in education administration to accommodate superintendents.

APPENDIX F

SUBMISSIONS TO THE TASK FORCE

SUBMISSIONS

The following made proposals to the Task Force in the form of a written brief or verbal presentation during the course of a meeting, or both;

1. Alberta Opportunity Corps
   Topic: Native student drop-out phenomena.

2. Allan, E.C. - Consultant-Regional Office of Education Zone I and six Superintendents
   Topic: Materials Development Centre proposal.

3. Anctil, R.P. - On behalf of High Prairie School Division #48
   Topic: Media Centre proposals.
   Isolation allowance.
   Teacher housing.
   Differential funding.
   Replacement of Vocational Education equipment.

4. Anderson, L. - On behalf of East Smoky School Division #54
   Topic: Compensatory funding.
   Teacher housing.
   Teacher Isolation allowances.

5. Begoray, F. - On behalf of County of Athabasca
   Topic: Swimming pool facility for E.Parr Composite High School.
   Compensatory funding proposal.

6. Boulet, F. - On behalf of St.Paul District #2228, Glen Avon School District #5 and St.Paul Regional District #1
   Topic: Differential funding.
   Localized curriculum development.
   Learning Resources Centre development.
   Regional Office of Education.
   Community education.

7. Boulet, J. - On behalf of St.Paul Habitat Committee
   Topic: Community rejuvenation program.

8. Colony Coordinating Council - On behalf of East Prairie, Big Prairie and Gift Lake Metis Colonies
   Topic: School - Community communication.
   Parent - child development proposal.

9. Cooper, W.M. - On behalf of County of Smoky Lake # 13
Topic: Educational projects funding under auspices of DREE.

10. Deutscher, E. - On behalf of Lac La Biche School Division # 51
Topic: Native education issues.
Compensatory project funding.
Differential funding.

11. Durnin, W.F. - Superintendent - On behalf of Fairview School Division # 50
Topic: Compensatory program funding for small necessary high schools.
Teacher housing.
Isolation allowances.

12. Fort Chipewyan Advisory Board
Topic: High school service.

13. Garand, L. and Hebert, P. - On behalf of Falher Consolidated School District # 69
Topic: Community school library.
Sheltered workshop for handicapped.
Fine Arts Development.
Francophone Cultural Centre development.

14. Goller, Allan - Intercultural Education Consultant, Regional Office of Education Zone I
Topic: Curriculum development project.

15. Grande Cache Chamber of Commerce
Topic: Proposal-Summer camp for physically handicapped.

16. Greenaway, D. - On behalf of Fort Vermilion School Division
Topic: Utility service costs.

17. Hoke, M. - On behalf of County of St.Paul
Topic: Differential funding proposals for rural systems.

18. Isolated Communities Advisory Board
Topic: Native education.
Communication.

19. Kruchten, R. - On behalf of Fort Vermilion R.C.S.S.D. # 26
Topic: School attendance improvement program proposal.
Teacher housing.
Teacher recruitment costs.
Equalized opportunity proposals.

20. Lagasse, John L. - On behalf of St.Paul Chamber of Commerce
Topic: Participation and self-help proposals.
Community school concept.

21. Lamoureux, R. - On behalf of South East
Peace Authority
Topic: Differential funding.
Small District Assistance.
Teacher housing.
Tutorial education model for high school students.

22. Langlois, J. - On behalf of Tangent Local Advisory Board
Topic: Equality of education opportunity for francophone
students in Spirit River School Division.

23. McAteer, M. - On behalf of Voice of Native Women Fort
Vermilion Area
Topic: Teacher turnover.
High school service phase - in proposal.
Native student drop - out.

24. McGilvary, C. - On behalf of North Peace Catholic Schools
Topic: Differential funding for Northern schools.
Teacher retention.

25. Miller, H. - On behalf of County of Thorhild
Topic: Funding request for Outdoor Education facilities.

26. Moore, E. - Faculty of Education, University of Calgary
Topic: Outreach program at Grouard.

27. Myroon, John - On behalf of Northland School Division # 62
Topic: Curriculum development.
Community school development.
Compensatory programs.

28. North, J. - Guidance Consultant - Regional Office of Education
Zone I
Topic: Guidance services.

29. Opryshko, G. - On behalf of Spirit River School Division # 47
Topic: Tangent area students.

30. Piepenberg, R. and Carney, R.J. - On behalf of Northern
Development Branch, Department of Business
Development and Tourism
Topic: Guidance services.
Linguistics testing instrument development.
Governance.

31. Pratch, K. - On behalf of St.Paul Swimming pool Committee
Topic: Community-School swimming pool facility.

32. Robinson, M. - On behalf of Habitat Enterprises Unlimited
St.Paul
Topic: Sheltered workshop for handicapped.

33. Roney, P. - On behalf of Fort McMurray School District #2833
Topic: Instructional Media Centre funding proposal.

34. Russell, H.S. - On behalf of Hines Creek and District
Community Centre Building Committee
Topic: Funding of Community Centre under DREE program.

35. Sacher, J. - On behalfof Fort McMurray School District #2833
Topic: Instructional Media Centre funding proposal.

36. Skuba, S. - On behalf of Bonnyville School Division # 46
Topic: Industrial education facilities at Grande Centre.
Small school aid.

37. Stepaniuk, E. - On behalf of St.Stephen's School, Valleyview
Topic: Native education.
Curriculum development proposal.

38. Stephen, K. - On behalf of Fort Vermilion Recreational Board
Topic: Differential funding proposal for Community Centre.

39. Stewart, J. - On behalf of Peace River School Division # 10
Topic: Teacher turnover.
Housing.

40. Swanson, D. - On behalf of Town of Athabasca and County of
Athabasca
Topic: Community - School facilities.
Differential funding.

41. Tait, J. - On behalf of St.Thomas More R.C.S.S.D # 35
Topic: Small School and small jurisdiction funding proposals.

42. Vandermuellen, D. - On behalf of High Prairie School Division #48
Topic: Community Curriculum Development project.

43. Wagner, K. - Secretary, on behalf of CASS Zone I
Topic: Teacher retention in Zone I.
Cultural field trip excursion.
Regional film library.

APPENDIX G

THE NATIVE LANGUAGE PROGRAM IN NORTHERN SASKATCHEWAN

APPENDIX G

AN OVERVIEW OF THE NATIVE LANGUAGE PROGRAM IN NORTHERN SASKATCHEWAN

by Keith Goulet

A. Introduction

B. Rationale

C. Program

  1. Objectives

  2. Content and Method

  3. Evaluation

D. Native Language Instructors

E. Native Language Consultant

F. Recommendations

A. INTRODUCTION

There have been questions raised as to why Native languages are now being introduced in the schools. These questions on Native language teaching are not new. The idea for Native languages has been recorded for ages in the history of the Americas.

Approximately one thousand years ago an Indian tribe, the Maya , developed and recorded their own writing system. These hieroglyphics are still being deciphered to this day. Sequoia, a Cherokee developed a system of syllabics in the earlier part of 1800. Although there have been notable achievements besides these, most of the Indian languages have remained unrecorded till the more recent times. In the past ten years there has been an upsurge in the development of Native language programs.

These developmental ideas in Native language programs and other specific areas of Native culture are not new. The following was a pamphlet made by one of the "founders" of democracy in 1784. Benjamin Franklin wrote on, Remarks Concerning the Savages of North America. It stated:

> "At the treaty of Lancaster, in Pennsylvania, anno 1744, between the Government of Virginia and the Six Nations, the commissioners from Virginia acquainted the Indians by a speech, that there was at Williamsburg a college with a fund for educating Indian youth; and that if the chiefs of the Six Nations would send down half a dozen of their sons to that college, the government would take care that they be well provided for, and instructed in all the learning of the white people".
>
> The Indians replied:
>
> "We know that you highly esteem the kind of learning

> taught in those colleges, and that the maintenance of our young men, while with you, would be very expensive to you. We are convinced, therefore, that you mean to do us good by your proposal and we thank you heartily.
>
> But you, who are wise, must know that different nations have different conceptions of things; and you will not therefore take it amiss, if our ideas of this kind of education happen not to be the same with yours. We have some experience of it; several of our young people were formerly brought up at the college of the Northern provinces; they were instructed in all your sciences, but, when they came back to us, they were bad runners, ignorant of every means of living in the woods, unable to bear either cold or hunger, knew neither how to build a cabin, take a deer, nor, kill an enemy, spoke our language imperfectly, were therefore neither fit for hunters, warriers, nor counsellors; they were totally good for nothing.
>
> We are however not the less obligated by your kind offer, though we decline accepting it, and to show our grateful sense of it, if the gentlemen of Virginia will send us a dozen of their sons, we will take care of their education, instruct them in all we know, and make men of them".

For the more recent write - ups the following statement was taken from the Star Phoenix, Saskatoon on March 10, 1975. In the second column it states:

> "International studies have shown that Indian children would learn English four times faster by first learning the structure of their native tongue".

Incidentally, it is not only the Indian people that are demanding the right of their own language to be taught as a subject and as a language of instruction, but also the French, Ukrainian, German and other languages.

Some provinces have already felt the need for teaching languages other than English and have therefore passed legislation to the effect. In Saskatchewan, for example, Ch. 103, 1973 - 73, Section 209 of The School Act states:

" (2) Subject to the regulations of the department

> where a board passes a resolution to that effect, a language other than English may be taught or used as a language of instruction in the district or in a school designated by the board in the district or in a school so designated that is otherwise under the control of the board".

The following pages will be divided into five parts. The first part will be the rationale. In this section more reasons will be given as to the basis for a Native language program.

The next section will deal with an outline of the program. This will include major principles or guidelines to be followed.

The next two sections on the teacher and the consultant deal with the training, situations and tasks involved.

The last section will deal with the recommendations as are pertinent with the preceding sections.

B. RATIONALE

Four more major practical considerations are given as a reason for a Native language program.

1. The Native language program is a positive response by the legitimate authority to the local expressed need of the people.

   The decision for a Native language program should definitely be coming from the local people. It should now be clear that a program that is established without the felt need of the people involved does not usually survive. For a successful program the support and involvement of the local people is a requirement.

   The legitimate authority in Northern Saskatchewan is usually the Northern School Board, Indian Affairs or in some cases the Local School Board. The objectives of the Education Branch in Northern Saskatchewan are in tune with these needs. One of the objectives provides for;

   > "an overall educational strategy which utilizes to the fullest extent the human resources of northern communities".

   The first objective of the Department of Northern

Saskatchewan also states:

> "The involvement of northern residents in
> determining the programs and policies
> affecting them".

It seems therefore that there is overwhelming support for the first reason. A point here is that it does very little to say or write about something unless it is resolved by direct action with everyone involved.

2. The Native language program recognizes and involves the capabilities and potentialities of the local people.

When people are hired as teachers to teach their own children it gives a more positive identity of the learner towards his or her family and his or her community. The children start accepting and believing that the language of their mother is no longer useless and to be discarded. It becomes to be a sense of real pride. Nowadays you might hear an Indian student at the university stating with some feeling, "I am an Indian but I'm sorry but I can't speak my language".

The Native language instructor also starts to learn, and recognizes that it is really important that sharing knowledge, skills and especially feeling supports not only herself or himself but also the students as well. This positive reinforcement thus creates a feeling of success which is so important in learning to do something for yourself and with somebody else.

The involvement with more people in the educational process is also a must. Before positive but critical appraisal can be made a person has to know something about what is going on. Since the Native language will be known by the people it will give them more confidence in saying what should be done about it.

As soon as there is success felt by a person or group or community with no overwhelming sense of failure then there is progress. There is usually a spill over effect to other important matters that pertain or are related to the preceding feeling that something is worthwhile to follow. Without the support that is needed by people that are concerned, chances of success are quite limited.

3. The Native language program is the acceptance and recognition of the uniqueness the Native language has in terms of basic communication.

Does an English speaking person think the same way as a Cree speaking person? Invariably the answer is no. The way a person thinks is largely governed by his history or culture. Culture here, means you and everybody right now. It is defined as a way of life, the way a person feels, the way a person eats, the way a person does things, the way a person talks and acts and the way a person thinks. It is a created pattern or patterns used more or less as a guide for the behavior of man. Since it is created by history the culture of man continually changes. It changes with the way the values of life become more or less important to the group or groups involved.

The following example is about the more basic difference between the culture or language of the Cree and English. In most Indian cultures most people have heard the phrase that man and nature were one. In the Cree language it is shown quite explicitly by the gender system used. In Cree a man, a girl, a tree and a rock are talked about in the same way. For example:

He is a man.	Na/pew[1]	u/nu[2].
She is a girl.	Is/kwe/sis[3]	u/nu.
It is a tree.	Mi/nu/hik	u/nu.
It is a rock.	U/si/nee	u/nu.

The word "unu" is usually translated as "that is". In Cree there are no words for he or she. Because of the belief in harmony with nature the rock is talked about in the same way as a man.

In English the classifcation of gender is masculine, feminine or neuter. This classification may be there because of the economic role differentiation between male and female. The "it" part is usually a material concept on something that can be controlled or manipulated.

1. "a" in napew is pronounced "a" as in nap.
2. "u" in unu is pronounced "u" as in bun.
3. The slant line / divides the word into syllables.

The other gender in Cree is the inanimate. These are usually parts of the whole or things that are man made. For example:

That is a door.	Is/kwa/tem	u/ni/mu.
That is a hand.	Mi/cee/cee	u/ni/mu.

In these cases "unimu" is used for "that is".

4. The Native language program will be a valuable asset in the educational process of the learner.

One of the important long range implications of a Native language program is that it will develop the person's ability to think more critically in terms of his own culture. This in turn will aid him in examining the influences upon that culture.

Native language learning is a natural extension of the learner's environment. This learning is based on what the child already knows so, therefore, is more meaningful to that child.

From the educational principle of known to unknown, knowledge of the basic understandings of a child helps a lot in overcoming communication problems. It also aids the instructor in creating a more individualized program. Also, from this understanding, more creativity and flexibility could be introduced into the program.

Another important implication of the known factor is that a wide variety of presentation is easier in a classroom situation because there is not only the expected teacher - pupil communication but communication with all the individuals in the room. The point here is that it is easier to communicate with and learn from someone who speaks your own lingo.

C. PROGRAM

The following objectives, content and method, and evaluation are presented only in terms of principles and their conceptual framework.

(1) Objectives should be:

a) clearly defined
b) limited and realistically achievable
c) understood and accepted by pupils, teachers and parents
d) dependent on social needs, interests and ability
e) such that they can be evaluated.

(2) Content and Method

The methods should suit the objectives and character of the child, teacher and parent. The five basic areas of content should be:

a) person
- the different types of people whom you talk to will affect what you are going to say.

b) conversation
- what you are told and the way you are told will affect what you will say.

c) content
- the topic that you talk about depends on its interest and reality.

d) task
- what you do with what you say carries more meaning.

- e) physical
  - the environment or surroundings also affect what you will say.

(3) Evaluation should be:

- a) closely related to the objectives
- b) comprehensive
- c) co-operative to include student, teacher and parent
- d) for improvement of the content and method.

D. NATIVE LANGUAGE INSTRUCTORS

The single most important factor in learning to learn is success. What then are the factors that usually make a teacher successful? The following are dependent on the individuality of the teacher - learner.

1) Feeling

How receptive is the teacher to the student needs? In most cases as soon as there is feeling established between the teacher and the student then the feeling usually carries on to the other teachers and parents.

2) Support

A person usually does not survive too long without the support from the people that he or she interacts with. In some cases praise by the word of mouth is all that is required. However, true support does not come from mere words but by meaningful interaction.

3) Responsibility

Responsibility is a response to a basic need of the individual. If a person feels that what he or she may be asked to do seems irrelevant then there has to be a different way of presenting this responsibility to that person. A lot of responsibility, therefore, lies on the experience of the person involved. If that person has not had prior success with the situational experience that is presented it is most likely that he or she will fail.

4) Receptivity

Receptivity is the ability to accept criticism that is constructive. This is learned by trust. Trust is not learned overnight. A person learns to trust somebody that can combine words with action. From this action co-operation usually follows.

5) Improvement

Improvement comes when a person feels he or she is successful. When positive feedback from students, teachers and parents overrides the negative feedback, a person is off to a good start.

An important point to remember is for the teacher to begin where he or she is at, and where he or she feels most confident.

E. NATIVE LANGUAGE CONSULTANT

The following should be the basic tasks of a Native language consultant:

1) Support the local expressed needs of the community towards a viable Native language program.

2) Support and work with the Native language instructor.

3) Work with the students and school staff.

4) Establish a Native language program in conjunction with the people concerned.

5) Assist in the developmental process of the Native language program.

6) Make decisions in conjunction with the people involved in the program.

7) Establish evaluation procedures with all that is concerned with the program.

F. RECOMMENDATIONS

These recommendations could be changed to meet with the local expressed needs. It is quite useless to read or write a recommendation unless it can be used by the concerned LOCAL people and other people that are involved.

1) It is recommended that the decision of establishing a Native Language Program be resolved at the local level.

This local authority should be the local school committee or, a committee or organization deemed representative of the community on educational matters. It should be CLEAR that the first decision made to establish a Native Language Program actually comes from a LOCAL expressed need. As of now and till such a time when a legal enactment for a Local School Board is established the final endorsement for hiring will still lie with the Northern School Board or as in a special case with Indian Affairs.

2) It is recommended that the selection for hiring a Native language instructor is made by the local authority that is responsible for education.

As in recommendation # 1 the final endorsement in most cases will still lie with the Northern School Board or Indian Affairs.

3) It is recommended that basic procedures for selection of a Native language instructor be followed. These should be:

(a) Establish the criteria for selection.
(b) Advertise the job description to the public.
(c) Arrange for interviews.
(d) Review the applicants.
(e) Select the instructor.

The above procedures are based on the assumption that an agreement for a Native languages program by the local authority and Northern School Board or Indian Affairs has been first established.

4) It is recommended that the Native language instructors proceed from a small to a larger group according to their consent and confidence.

5) It is recommended that the time factor in direct teaching should also be gradually eased in according to the consent and confidence of the Native language instructor.

6) It is recommended that another Native language instructor be hired after four different classes are taught.

7) It is recommended that the training program for the Native language instructors be held in Northern Saskatchewan

APPENDIX H

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SELECTED

REFERENCES

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